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A MASTER PLAN

**FOR THE DEVELOPMENT
OF THE CITY OF HAMILTON**



**PREPARED BY E. G. FALUDI, CONSULTANT
TOWN PLANNING CONSULTANTS LTD.**

**FOR THE CITY PLANNING
COMMITTEE OF HAMILTON**

MARCH 1947

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TOWN PLANNING CONSULTANTS LIMITED

24 BLOOR STREET EAST • TORONTO 5, ONTARIO • TEL. MIDWAY 3641

November 21st, 1946.

Alderman S. L. Parker,
Chairman,
City Planning Committee,
HAMILTON, Ontario.

Dear Alderman Parker:

I have the honour of presenting to the City Planning Committee for its consideration and for transmittal to the City Council, a report containing a 30 Year Development Programme for Hamilton.

At this opportunity, I wish to call your attention to the procedure required by the Planning Act of 1946 as explained in detail in the report.

I should also like to stress the importance of the appointment of a Planning Board which should submit the Master Plan to the City Council for adoption, and to the Minister of Planning and Development for approval.

The functions of this Board are advisory, investigatory and recommendatory only. In no way do its activities derogate from the powers of the City Council to pass on all City projects and improvements, nor does the Board usurp any of the authority of established Municipal Departments or Agencies.

The Board and its staff should function very similarly to the research department of a large industry to keep all data pertinent to the various features of planning up to date, in order that new ideas may be added when required in the interest of the progress of the City.

The Board should have the opportunity to study all functions of the development and operations of the City, and should act as a co-ordinating body between the City Council and both public and private enterprise within the framework of the Master Plan.

Alderman S. L. Parker

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November 21st, 1946.

The Board should be of daily service to the Mayor, the Council and all departments of the civic administration, and to the public in all matters of planning. It should be closely allied with the operating departments and legislative branches in order to secure the action and authority of the Council.

Since planning is long range however, the Board should be sufficiently set apart from the other operating departments to preserve the scope of the planning vision and protect it from short term considerations of expediency.

The comprehensive City Plan presented herewith, must be kept up to date by the Board. No city is static and the Plan, without continuous revision, soon becomes unrealistic. The proposals of a 30 Year Programme for the Development of Hamilton are outlined for one great objective; to make the best and most appropriate use of the land; to create places for living and places for working which will prove attractive and desirable both to the present population and the generation to come.

Respectfully submitted,

EGF/cms

E. G. Faludi,
Planning Consultant.

A. By-law No. 3962

The Council of the Corporation of the City of Hamilton enacts as follows:-

1. Section 43 of By-law No. 1 of the Revised By-laws of 1910 is hereby amended by adding at the end thereof the following:-

"7th Town Planning Committee".

2. Section 44 of said By-law No. 1 is hereby amended by adding at the end thereof the following:-

"The 'Town Planning Committee' shall be composed of five members as follows: the Mayor, the Vice-Chairman of the Board of Control, the Chairman of the Traffic Sub-Committee of the Committee on Works, and two other members of the Council, to be appointed by such Council; which Board shall have power to appoint as advisory members of the Board, five Citizen members. The two other members of the Council and five Citizen members shall hold office for one year, but shall be eligible for re-appointment".

3. Said By-law is further amended by adding the following section as Section 54 (b):-

"Town Planning Committee".

"54(b). In addition to the duties prescribed by the Section 48 of this By-law or by any By-law of the Corporation, it shall be the duty of the Town Planning Committee:-

(1) To report to the Council from time to time as often as the interests of the City may require, all matters which by the 'Planning and Developing Act' are vested in the Council".

Passed this 28th day of January, 1930.

B. Decisions of the Board of Control

Report of the Board of Control, dated October 10th, 1944.

The following constitute the Town Planning Committee for the year 1944:-

Controllers Henderson, McIntyre, Aldermen Gordon, Hunter and Easton; Mr. Geo. T. Evans, Prof. J. W. Watson, Mr. H. P. Frid, Mr. H. Sedgwick, Mrs. James Roberts, Mr. T. B. McQuesten.

Report of the Board of Control, dated September 26th, 1944.

Acceptance of the proposals of Town Planning Consultants Limited as contained in their letter, dated July 31st, 1944, to carry

out the first phase of town planning, viz., the location and collection of data necessary, the cost of which would be \$1800.00, in addition to the salary of two research assistants at \$280.00 per month each for a period of three months - total cost \$3480.00.

Report of the Board of Control, dated January 7th, 1946.

That the City Planning Committee for 1946 be composed of the following:

Alderman Parker, Anderson, Easton, the Chairman of the Works Traffic Sub-Committee, Controllers Henderson, Frame, and the following Citizen members: Mr. Geo. T. Evans, Prof. J. W. Watson, Mr. H. P. Frid, Mr. H. Sedgwick, Mrs. James Roberts, Mr. A. G. Gaul, Mr. Raymond Castle, Mr. H. McIntyre, Mr. H. Hunter, Mr. R. W. Greenwood, Mr. T. B. McQuesten, K.C., John Taylor, Peter McCulloch.

Report of the Board of Control, dated March 4th, 1946.

Mr. R. W. Cooper be appointed a member of the City Planning Committee, representing the Hamilton Chamber of Commerce.

C. Recommendations of the City Planning Committee

Report of the City Planning Committee, dated April 24th, 1945.

1. That Town Planning Consultants Limited be retained to proceed with the developing and production of a Master Plan of development for the City of Hamilton, as per terms set forth in letter from the Town Planning Consultants Limited, dated February 13th, 1945, and the City Planning Committee's second report. (see below)

2. That a suitable person be named by the Board of Control and the City Council to be designated and instructed to work with the City Planning Committee, during development of the Master Plan, and that his duties and responsibilities be stipulated by City Council with a view to ensuring adequate implementation of the Master Plan.

Report of the City Planning Committee, dated February 27th, 1945.

1. That an appropriation of Sixteen Thousand Dollars be authorized for Town Planning Committee to proceed with the second phase of their work - preparation of the Master Plan, particulars shown below:-

Town Planning Consultants Fee	\$ 5000.00
Operation of Office (Staff salaries, Stationery, etc.)	6585.00
Rental of Office and Cost of Telephone	2000.00
Printing of Report of Master Plan	1000.00
Exhibition (Display of Master Plan)	500.00
Mimeographing 200 copies of First Report, with Maps	540.26
Contingency Fund	374.74

Report of the Board of Control, dated September 28th, 1944.

BASIC ASSUMPTIONS

The following assumptions were made and upon these the Master Plan recommendations were prepared:

1) Planning Period: The Master Plan is designated to guide the development of Hamilton for the next thirty years. Such a period is sufficient for the implementation of a comprehensive city plan. At the same time it remains within the range of a reasonable forecast.

2) Anticipated Population (Plate 1): Within the planning period in the Metropolitan Area, the following population changes are anticipated:

<u>Location</u>	<u>1941 Population</u>		<u>Anticipated Population in 1975</u>	
	<u>Total</u>	<u>Percentage</u>	<u>Total</u>	<u>Percentage</u>
City	166,337	83%	230,000	85.7%
# Fringe Area	9,700	5%	13,000	5.0%
X Outlying Areas	23,800	12%	25,000	9.3%
Urban Development Area	199,837	100%	268,000	100.0%

Built up portions of the Townships of Ancaster, Barton and Slatfleet adjacent to the city.

X Within the proposed urban development area exclusive of the fringe area.

3) Planning Area (Plate 2): That an area of 176 square miles will be defined by the Minister as the Planning Area under the Municipal Act of 1946, section 2, subsections 1 and 2.

4) Subsidiary Planning Area (Plate 2): That the area of the city of 16.14 square miles will be defined by the Minister under the Planning Act of 1946, section 2, subsection 3, for the preparation of an official plan for local purposes.

5) Urban Development Area (Plate 2): That an area of 64 square miles containing the city of Hamilton and portions of the adjacent municipalities could absorb the anticipated urban development. It is an area of which under section 23, subsection 1 of the Planning Act, portions may be designated for urban development by by-laws of the municipalities involved.

6) Future Area of the City (Plate 3): That an area of about 4.9 square miles will be annexed to the city from the townships of Ancaster, Barton, and Slatfleet. This is the area required to house and provide for the commercial, social and recreational needs of the expected additional population of about 63,000.

II SUMMARY OF RECOMMENDATIONS

Upon the foregoing premises, and study of data submitted in the "Report of Existing Conditions Prepared as Base Material for Planning, January 1945", we have formulated the Master Plan embodying proposals for:

1) Designation of Land

A. Future Area of the City:

To incorporate in the city in various stages over a thirty year period about 3150 acres of land, from the Townships of Ancaster, Barton and Saltfleet. (Section IV, 2, page 28, plate 3)

B. Use of Land for Industrial Purposes:

To designate 1360 acres of additional land for industrial uses, 352 acres by replacing blighted residential areas and 1008 acres on vacant land within the city and within the adjacent municipalities. (Section IV, 3, page 30, plate 5)

C. Use of Land for Commercial Purposes:

- a. To improve the central commercial area.
- b. To stabilize strip developments on major and secondary streets by zoning 94,470 feet frontage for business uses.
- c. To designate 8,200 feet frontage for neighbourhood shopping centres. (Section IV, 4, page 38, plates 6, 7)

D. Use of Land for Residential Purposes:

- a. To designate 154 acres of vacant land within the city and 2500 acres in the annexation areas for future residential uses.
- b. To designate five residential districts for redevelopment under the National Housing Act. (Section IV, 5, page 47, plates 8, 14)

E. Use of Land for Recreational Purposes:

- a. To designate 69 acres of land for park purposes to serve existing residential areas.
- b. To designate 45 acres of land to serve future residential areas.
- c. To designate a total of 512 acres of land for a green belt system joining existing natural park areas. (Section IV, 6, page 54, plate 9)

F. Future School Sites:

To designate about 50 acres of land in the areas proposed for annexation for future school sites. (Section IV, 7, page 61)

G. Airport Facilities:

To designate 47 acres for 3 helicopter landing fields. (Section IV, 12, page 73, plate 14)

H. Civic Centre:

To designate a total of 93000 square feet of land on the block bounded by Jackson, Main, John and Catharine fronting Prince's Square as a new City Hall site. (Section IV, 13 page 76 plate 12)

I. Cultural Centre:

To designate an area of 5.8 acres bounded by Hunter, Park, Main and McNab Streets and by Hunter, Bay, Jackson and Park Streets for the site of a cultural centre. (Section IV, 14, page 80, plate 13)

2) Acquisition of Land

A. To acquire the block bounded by McNab, York, Park and Merrick Streets for the implementation of the Market Plan. (Section IV, 4, page 38, plate 7)

B. To acquire approximately 432 acres of blighted residential land in five locations for redevelopment under the terms of the National Housing Act. (Section IV, 5, page 47, plates 8, 14)

C. To acquire 69 acres of land for park purposes to serve existing residential areas. To acquire 45 acres of land for park purposes to serve future residential areas. To acquire 512 acres of land to complete the green belt system. (Section IV, 6, page 54, plate 9)

D. To acquire such land as is necessary for street widenings and extensions as listed in section IV, 9, (plate 11).

E. To acquire the Mount Hope airfield from the Federal Government and to extend its area. (Section IV, 12, page 73)

F. To acquire 47 acres of land in 3 locations for use as helicopter landing fields. (Section IV, 12, page 73, plate 14)

G. To acquire the block bounded by Jackson, Main, John and Catharine as the site for a new City Hall. (Section IV, 13, page 76, plate 12)

H. The acquisition by a municipally appointed Cultural Centre Board of those areas bounded by Hunter, Park, Main and McNab, and Hunter, Bay, Jackson and Park Streets as the site for the Cultural Centre. (Section IV, 14, page 80, plate 13)

I. To acquire 50 acres of land in 3 new residential districts as future school sites. (Section IV, 7, page 61)

3) Public Works Program

A. By the City:

- a. To construct a municipal parking building. (Section IV, 4, page 43, plate 7)
- b. To improve conditions in the market area. (Section IV, 4, page 43, plate 7)
- c. To improve certain roads as listed in section IV, 9, page 65)
- d. To construct a new City Hall. (Section IV, 13, page 76, plate 12)
- e. To develop the Cultural Centre. (Section IV, 14, page 80, plate 13)

B. By the City with Provincial Aid:

To construct new highways and to widen certain streets within the city limits which constitute a part of the provincial highway system. (Section IV, 9, page 65, plate 11)

C. By the City with Provincial and Federal Assistance:

- a. To construct vehicular tunnels from the city to the mountain area. (Section IV, 9, page 65, plate 11)
- b. To extend the facilities at the Mount Hope and Municipal Airports. (Section IV, 12, page 73)
- c. To redevelop 432 acres of blighted residential land under the authority of the National Housing Act. (Section IV, 5, page 47, plate 8)

D. By the City with the Approval of the Board of Transport Commissioners and with the Assistance of the Railway Companies and the Federal Government:

To replace 14 level crossings with grade separation structures. (plate 11)

4) Private Enterprise:

Encouragement should be given to private enterprise:

- a. To construct a new commercial building on the site of the present city hall. (Section IV, 4, page 38, plate 7)
- b. To construct a new commercial building in the McNab, York, Park and Merrick block. (Section IV, 4, page 38, plate 7)
- c. To construct a new commercial building on the site of the present license building. (Section IV, 4, page 38, plate 7)
- d. To construct neighbourhood shopping centres on sites zoned for such use. (Section IV, 4 page 38, plate 6)
- e. To construct homes on vacant land designated as future residential areas under the integrated housing section of the National Housing Act. (Section IV, 5, page 47, plate 14)
- f. To replace the street car system with buses or trolley buses. (Section IV, 10, page 70)

III BASE MATERIAL FOR PLANNING

1. DETERMINING FACTORS FOR THE FUTURE DEVELOPMENT OF THE CITY

For the individual citizen, for the civic administration, and for the city as a whole, the future development of Hamilton depends on: those factors which have contributed to its past and will remain operative in the future; and new factors which can replace those no longer effective.

A. Factors Contributing to the Past Growth of Hamilton

Hamilton's steady growth in the past was due to a great extent to its favourable geographic location and the suitability of its site for industrial and residential development. Situated on Lake Ontario in the most densely populated area of Canada, it is within easy access of most of the major cities of the Dominion and the United States. The site is a narrow plain bounded on the north by a natural harbour, on the west by the Dundas Valley, and on the south by the Niagara Escarpment.

The great periods of the city's growth have been correlated with: the improvement of natural facilities of the site such as the harbour; the development of transportation and power; the advantages afforded Canadian industries by imperial preference and national tariff protection; and the industrial impetus of the two great wars.

The main attributes of these periods were:

Canals 1816 - 1846: The development of the town was influenced by the construction of the Burlington Canal which opened Hamilton Bay to lake shipping. Water transportation was especially important in this period and Hamilton developed as a port.

Railroads 1853 - 1857: Hamilton became a hub of Canadian railway transportation in the period of the great railway developments of the 1850's. The communication of the city with sources of raw materials was assured, and native industry received access to regional and national markets.

Power, Transportation, New Industrial Process 1896 - 1907: The rapid expansion of the industrial base of the city was due to the pioneering introduction of cheap hydro-electric power, the establishment of rail connections with Buffalo (The Toronto - Hamilton - and Buffalo Railway) and the bringing into operation of the first blast furnace in Ontario.

Tariffs, Harbour Facilities, Industrial Mergers 1910 - 1913: The improvement of harbour facilities, industrial mergers, and national protectionist fiscal policies resulted in a marked growth of the city.

First World War 1915 - 1921: The city expanded as a result of increased wartime production and the following post-war consuming boom.

International Markets, Imperial Preference, Transport 1926 - 1930: Better harbour facilities, the construction of the new Welland Canal, advantages resulting from the British Imperial Preference, and the accessibility of the international market to Hamilton products ensured a continued growth of the city.

Second World War 1940 - 1945: Further impetus was given to the growth of the city by the full utilization of all industrial plants and skills in the war effort.

B. Contributing Factors for Further Development

Of the factors which induced industrial growth in the past, the following remain operative: its central geographic location with respect to the population centres of Canada and the United States; the suitability of its site for industrial and residential development; cheap power; its accessibility by rail, water and motor transportation.

It is within the powers of the municipal authorities to provide new or improve existing incentives to the growth of the city in the following ways:

- 1) Continuation of the improvement and development of the harbour area, the opening of additional industrial areas on vacant land within and outside the city boundaries, and the reclaiming of blighted residential areas for industrial purposes.
- 2) The development of new residential areas on vacant land and the redevelopment of blighted residential areas.
- 3) The improvement of the central commercial area and of the market facilities.
- 4) The improvement of highway connections and of the major street system; the provision of efficient access to the Mountain to open additional land for residential purposes.
- 5) The further development of the transit and airport facilities.
- 6) The development of cultural and physical recreation facilities.
- 7) The adoption of an official plan for the control of all land uses and for the guidance of physical developments inside the city and in the surrounding area.

III BASE MATERIAL FOR PLANNING

2. THE FUTURE POPULATION OF HAMILTON

Summary

The estimated population of the City of Hamilton in 1975 is 230,000.

The estimated population of the Metropolitan Area in 1975 is 265,000 - 270,000.

Declining birth rates indicate:

- a. that the people will be older - about 60% under 45 years in 1975 as compared to 70% in 1941.
- b. that families will be smaller - the average family may approach three in 1975 as compared to the average family of four to-day.

Less than 20% of the people will be of school age (5 - 19 years) as compared to 24% to-day.

As in the present, about 62% of the men and women will be of working age (20 - 64 years) but 41% of them will be over 45 years as compared to 35% to-day.

Over 12% of the people will be 65 years old or more, as compared to 7% for to-day.

Nationally and Provincially, the sources of urban population growth, namely, natural increase, foreign immigration, and rural immigration are declining. The rate of natural increase will approach zero in the Dominion towards the end of the Century, and in Ontario around 1975. The influence of foreign immigration was almost negligible in the last decade, and is counteracted by extensive out-migration. The rate of urbanization has fallen from a 7.7% increase in the proportion of urban to rural dwellers in the decade 1901 to 1911 to a .6% increase in the decade 1931 to 1941. In Ontario the rate fell from 9.7% increase from 1901 to 1911 to a .6% increase from 1931 to 1941.

1) Estimated Future Population

It is anticipated that the population of the City of Hamilton will grow steadily and in 1975 will be about 230,000, including the population gained by changes in the political boundaries of the City.

The population of the Metropolitan Area, including the Municipalities of Barton, East Flamboro, West Flamboro, Ancaster, Saltfleet, Dundas and Burlington is expected to be about 268,000 in 1975.

Value of Population Forecasts

These estimations, based on the methods described below, should be considered in the light of the population studies of Canada made by

"The value of population projections lies, not in their prophetic qualities, for it cannot be too strongly emphasized that no attempt is made to predict what the total population of a community will be at some future date, but in their examination of what consequences must ensue if no unforeseen agencies intervene to affect drastically past trends. From this examination, it is possible to suggest the general factors which must be taken into account before any attempts be made to change the size of the population - either through migration or by alteration of the birth rates".

'The Future Population of Canada'
Bulletin No. F 4, Dominion Bureau
of Statistics, 1946.

The most that can be done is to analyze as carefully as the limits of to-days knowledge permit all available data bearing on the potential population of the City. For the purposes of planning, exact estimates of future population are not essential. Long range plans can later be scaled and adjusted to take care of a margin of error in the predictions, revealed by the actual figures of any future census.

2) Method and Sources of Data

A. Direct Method

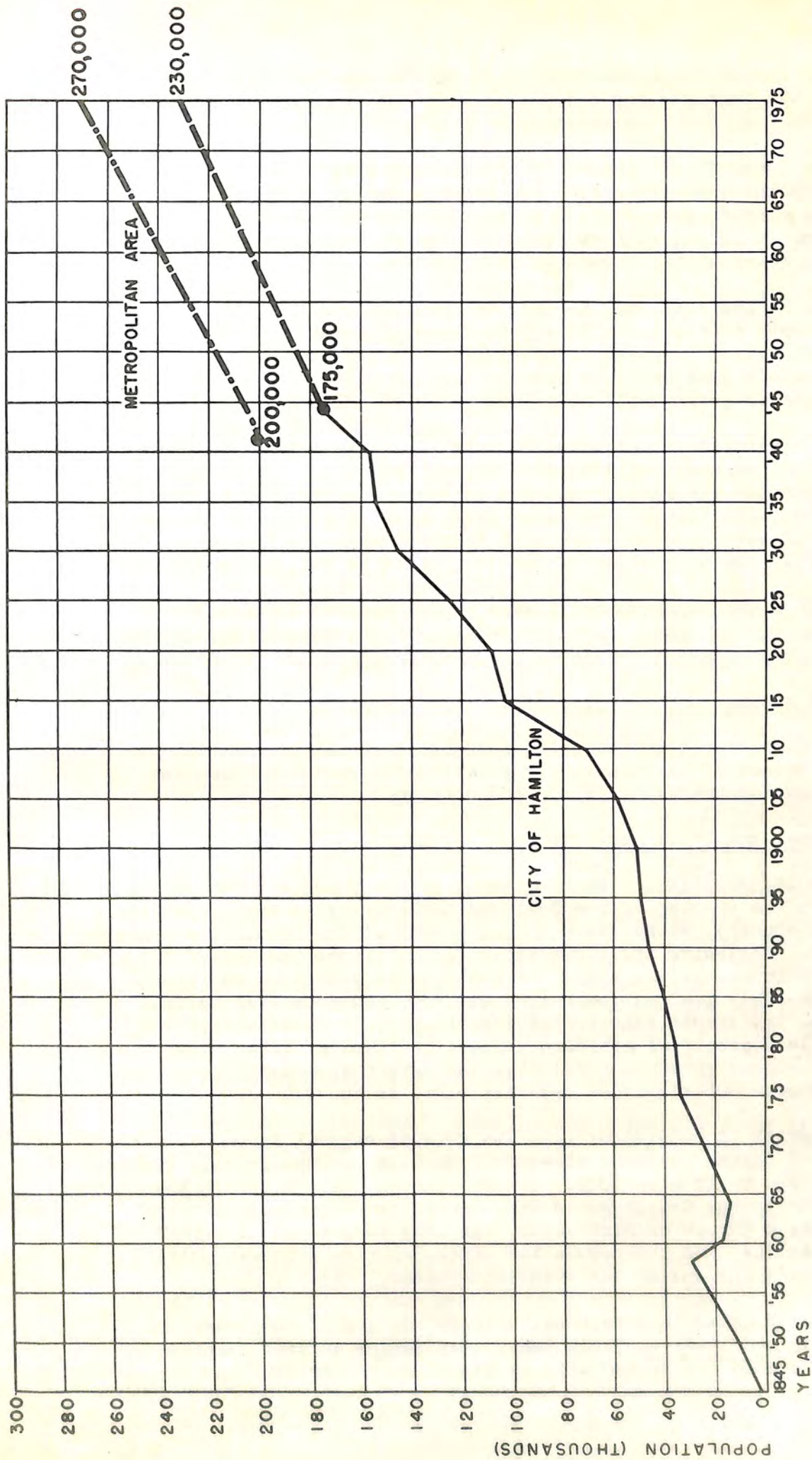
The simplest method of estimating Hamilton's population for the planning period is to project the trend of the past rate of population growth into the future.

The basic cause of increased population in Hamilton in the past has been the opportunities for employment offered by her industries. The periods of greatest population increase have been correlated with economic developments that provided new employment channels. These periods have been analyzed in the Base Material for Planning (Parts 2, 3 and 4).

The location of the City and its advantages in fuel power, transportation, and raw materials indicate that Hamilton will continue to participate in the industrial and commercial expansion of Ontario.

The sources of population growth in Hamilton have been in the past natural increase, rural immigration, and immigration from abroad. Although it is hard to estimate what part foreign immigration will play in the future population growth, the experience of the Second World War has shown that the City can grow from the other two sources when the economic opportunities arise.

The rate of population growth in Hamilton has been declining for the past four decades. The most rapid growth occurred in the three decades from 1901 to 1931; 55.8% in the first decade, 39.3% in



CITY OF HAMILTON
POPULATION GROWTH AND FORECAST

the second, and 36.3% in the third. In the decade from 1931 to 1941 the population increase was only 6.9%, although in the five war years from 1939 to 1944 the population grew by 12%. (1)

The first three decades of the Century constitute a period during which the industrial base of the City was expanded and established in a manner unlikely to duplicate itself in the future. For this reason, it is not expected that the future rate of population growth will approach the growth of this period.

The decade from 1931 to 1941 was predominantly a period of severe economic depression. It was followed by a war boom which brought a sudden population increase to the City. The war period suggests that if some economic prosperity is assumed for the future, it is not likely that the rate of growth will be as low as it was from 1931 to 1941.

In consideration of these factors, it is estimated that the future rate of increase will be much below that of the first three decades and below the marked increase of the war years, but rather above the 1931-1941 level. It seems reasonable to assume an average growth of 10% per decade for the next thirty years. On the basis of this estimate, the population of Hamilton would be 227,000 in 1975.

Such a method, however, leaves out of account Hamilton's relationship to the growth and distribution of the Ontario population as a whole.

B. Indirect Method

It is possible to establish a check on the figure obtained by the direct method of calculation by relating the growth of Hamilton to the population trends of Canada and Ontario.

a. National and Provincial Trends

IMMIGRATION IS DECLINING: The beginning of the Twentieth Century in Canada, with the opening of the West and the increasing industrialization of the country, witnessed a sudden growth of the population through immigration. Following the first World War, although the influx of migrants continued, it was almost balanced by an extensive out-migration. Large-scale immigration ceased by 1930, and from 1931 to 1941 only 140,361 immigrants came to the country. (1) In Hamilton in 1941 there were less people of non-Canadian origin than in 1931. (2) Recently announced government policies indicate that a net gain of immigration over out-migration may take place in the future.

NATURAL INCREASE IS DECLINING: (3) The rate of natural increase of the population of Canada declined steadily from 17.9 per thousand in 1921 to 13.3 in 1926 to 12.2 in 1929. By 1937 it was 9.6. Although the rate rose during the Second World War, according to the calculations of the Dominion Bureau of Statistics, the long term trend is one of continued decline, and the population of the country will reach its maximum towards the end of the Twentieth Century. (3)

Amongst Canadian provinces, Ontario has one of the lowest fertility rates, and it is probable that, considering natural increase alone, the Ontario population will be almost stable by 1961 and may

decline after 1971. This decline will be a limiting factor in the future growth of Ontario cities. The estimated population for Ontario for 1971 on the basis of natural increase of the present population is 4,382,000. (3)

RATE OF URBANIZATION IS DECLINING: (1) The first three decades of the Twentieth Century saw a great upsurge of industry and commerce in Canada which was the basis of the rapid growth of Canadian urban centres. Although the Second World War provided further impetus to industrialization and urbanization, the trend from 1931 to 1941 showed considerable decline. The following table shows the percentages of the Dominion and of the Ontario urban population from 1901 to 1941: (1)

<u>Year</u>	<u>Urban Population As</u>		<u>Increase</u>	
	<u>Percentage</u>			
	Canada	Ontario	Canada	Ontario
1901	37.5%	42.8%
1911	45.4%	52.6%	7.7%	9.7%
1921	49.5%	58.2%	4.3%	5.6%
1931	53.7%	61.1%	4.5%	2.8%
1941	54.3%	61.7%	.6%	.6%

In the three decades from 1901 to 1931, the proportion of the Canadian population which was urban rose from 37.5% to 53.7%. From 1931 to 1941 it rose only from 53.7% to 54.3%, or less than one percent.

The trend to urban areas in the Dominion has not only been taking place intra-provincially, but also between provinces. Farming provinces have been losing population to Ontario.

Although Ontario has a higher proportion of urban dwellers than Canada as a whole, 61.7% in 1941 as compared to 54.3% for the Dominion, the deceleration began a decade earlier. It is probable that the trend to a lower rate will continue, and the urban population of Ontario will be about 64% of the total population of the Province in 1975 if allowance is made for a net increase resulting from the war.

Using the population estimates for Ontario cited above, the urban population numerically will be 2,804,500. The figure is conservative, as it is based on natural increase and the provincial rate of urbanization only, and does not include immigration from the other provinces or from abroad. It establishes a lower limit to the projected urban population of Ontario.

A second figure can be obtained by calculating the trend in the rate of increase of the urban population. The absolute growth from 1901 to 1941 has been: (1)

<u>Year</u>	<u>Population</u>	<u>Percent Increase</u>
1901	935,978
1911	1,328,489	27.9%
1921	1,706,632	23.5%
1931	2,095,992	22.8%
1941	2,338,633	11.6%

On the basis of the national and provincial population trends outlined above and the actual past growth of the Ontario urban population, it is reasonable to assume a growth of 28%, or an urban population of 2,993,000 in 1975. This figure would include immigration from the farming provinces or from abroad, and is consequently a more probable figure than the one based on natural increase and the rate of urbanization only.

b. Hamilton's Relationship to the Ontario Urban Population

Hamilton had 6.6% of the Ontario urban population in 1921 and 7.1% in 1941. A continuation of the trend would result in Hamilton constituting 7.8% of the urban population of Ontario in 1975. According to the two estimates above, the population in Hamilton in 1975 will be from 220,000 to 233,000. Because inter-provincial migration will probably continue and there is a possibility of further immigration from abroad, the Hamilton population will tend towards the higher figure and will approximate 230,000 in 1975.

C. Metropolitan Area

The Metropolitan Area of Hamilton is comprised of the City and the adjacent Municipalities of Barton, East Flamboro, West Flamboro, Ancaster, Saltfleet, Dundas and Burlington.

Within the adjacent municipalities there are two distinct types of development, the fringe area, or the suburban developments which are essentially a part of the growth of the City, and the indigenous or native developments of the municipalities themselves which, although they are linked with the City by various economic functions, have a life of their own.

Hamilton has not such an extensive suburban development as most large cities. In 1941 the population of the fringe area was about 9,700 or 5.5% of the City proper. (4) If it is assumed that the fringe population remains in the same proportion to the City population during the planning period, the fringe population in 1975 will be 5.5% of 230,000 or about 13,000 people.

The population of the adjacent municipalities exclusive of the fringe area was approximately 23,800 in 1941. (2) With the exception of Saltfleet, in which the most extensive fringe developments have taken place, the population has remained stable or has grown very slowly during the past thirty years (see Base Material for Planning, Part 4). It is probable that the population of this area will grow slightly to about 25,000 in 1975.

The population of the Metropolitan Area in 1975 would therefore be:

City	230,000
Fringe Area	13,000
Other	<u>25,000</u>
Total	268,000

3) Anticipated Population Composition and Characteristics

The characteristics of the Hamilton population have been analyzed in Part 4 of the Base Material for Planning. It is necessary here to make only summary remarks as to probable future trends. (2,3)

a. Births: The birth rate has shown a gradual decline from 30.6 per thousand population in 1921 to 17.0 per thousand in 1941. Although the war interrupted the trend, it is to be assumed that the birth rate will continue to decline in the future.

b. Deaths: The death rate in Hamilton has also declined, although not as much as the birth rate. In 1921 the death rate was 12.7 per thousand and in 1941 it was 8.2. The decline in the mortality rate has been irregular, rising, for example, to 10.2 in 1944. The increasing age of the population makes it unlikely that the decline in the mortality rate is a permanent trend.

c. Natural Increase: The excess of births over deaths declined from 17.9 in 1921 to 8.8 in 1941. The increased birth rate during the war years resulted in a net gain over the trend in natural increase, but it can be assumed that the rate of natural increase will decline in the future because of the declining birthrate.

d. School Age Population: The school age population (5 - 19 years) at the present time constitutes about 24% of the population of the City. Some increase may be expected up to 1951 because of the increase of births and marriages during the war. The percentage will remain fairly stable in the following decade, and will decline to from 5 - 6% below present levels by 1975.

e. Working Population: The age group from 20-44 years, which is most fully represented in the labour force, will undergo a long-term decrease from 40% of the 1941 population to 36% in 1975, excluding foreign immigration. The age group from 45-64, however, will increase from 22% of the present population to 26% of the 1975 population. The total population of working age will remain about 62% of the population of the City.

f. The Aged: Because of the declining birth rate and the increased longevity of the people, there will be an increasing proportion of ages 65 years or over. While in 1941 the aged were 7% of the population by 1975 they will be over 12%.

g. The Family: The decrease of births implies that families are becoming smaller. In 1901 there were over 5 in the average Canadian family, while to-day there are 4.1. Urban centres especially tend to decrease the size of the family, and it is probable that the average size of the Hamilton family will approach 3 by 1975.

h. Migration: In the past, foreign immigration has been an important factor in the population growth of the City and has counteracted the effects of a declining birth rate on age composition and rate of growth. The total non-Canadian born rose from 29,925 or 36.5% in 1911 to 60,967 or 29.2% in 1931. From 1931 to 1941, however, because of extensive out-migration, the number of people of non-Canadian origin fell by 10,000. New immigration policies may alter the 1931-1941 trend and result in further gains of immigrants.

Sources of Data

- (1) Canada Year Book, 1943 - 1944.
- (2) Base Material for Planning, Part 4, Town Planning Consultants Ltd. 1945.
- (3) Bulletin No. F - 4, "The Future Population of Canada", Dominion Bureau of Statistics, 1946.
- (4) Final Report of the Sub-committee on Housing and Community Planning, (Curtis Report) 1944.

III BASE MATERIAL FOR PLANNING

3. ECONOMIC BASE

The Economic Structure and Functions of the City

Of a population of 174,500 in 1944, 78,000 were gainfully occupied. More than fifty percent were employed in manufacture, about thirty percent in wholesale and retail trade and in services, ten percent in construction and transportation, and the remainder in finance and in administrative services at all levels of government.

In the post-war, 93% of the 1944 or wartime working population are finding opportunities for stable employment. It is anticipated that, with the expected growth of the City, in thirty years time the employment index would be about 220 as compared to 180 in 1944.

A. Primary Employment: Manufacture

Hamilton has the highest industrial output per capita of any Canadian City.

The primary base of the economic structure of the City is its industries, which directly support the majority of the population and indirectly support the other occupations. Manufacture employed 28,800 or 45% of the gainfully occupied in 1931 and 41,400 or 56% of the gainfully occupied in 1941. (1)

The backbone of the industrial structure of the City are the primary producers in steel, iron, and textiles. Built around the producers of these commodities are a large number of allied industries. There are in addition other large industries such as rubber and electrical, and a diversification of smaller industries. The industrial fabric of the City is so interlocked that the main industries supply nearly ninety percent of the raw material requirements of the secondary industries.

From the point of view of employment, the principal industries in order of importance are in steel, iron, electrical, and textiles, which together employed 49.2% of the gainfully occupied in 1944. Employment figures in these industries were: (2)

Iron and steel	25,097
Electrical	6,853
Textiles	<u>6,362</u>
Total	38,312

The distribution of employment according to the size of firm in all manufactures employing over 30 people in 1944 were as follows: (3)

<u>No. of Firms</u>	<u>No. Employed</u>	<u>Total Employed</u>
83	30 - 500	11,280
10	500 - 1,000	6,984
2	1,000 - 2,000	3,530
5	over 2,000	<u>19,666</u>
<u>100</u>		<u>41,460</u>

B. Secondary Employment:

The secondary economic functions of Hamilton are trade, finance, services, transportation and construction. Their relative importance in 1941 and 1931 was as follows: (1)

<u>Occupation</u>	<u>Number Employed</u>		<u>Percentage of Gainfully Occupied</u>	
	1941	1931	1941	1931
Services	11,808	12,931	15.98	20.2
Trade	9,816	8,343	13.28	13.1
Construction	4,046	5,465	5.47	8.6
Transportation	3,358	4,443	4.54	6.9
Finance	1,658	1,551	2.24	2.4
	30,686	32,733	41.51	51.2

The proportion of secondary employment diminished by about 10% from 1931 to 1941, principally because of industrial production for war. It is expected that the level of industrial employment will continue to be higher than before the war and therefore, it may be assumed that in the future secondary employment will not be more than half the total employed.

C. Economic Relationship Between the City and the Regional Area:

The hinterland of Hamilton is a rich fruit and agricultural region comprising the Niagara Peninsula and the north shore of Lake Ontario Peninsula. The Hamilton City Market is an important distributing centre for this region. Over 1,600 growers cultivating more than 100,000 acres of land bring produce to the market. (4) The economic importance of the market, its function as a connecting link between the City and its hinterland, and the tradition attached to it make the market a significant feature in the economic life of the City.

The trading radius of the City varies from 20 - 40 miles. The principal towns and villages within this radius are Dundas, Burlington, Dunville, Grimsby, Caledonia, Milton, Port Dover, and Beamsville. All except the last two of these centres have some manufactures of their own. (1)

Services from Hamilton to the regional area include such things as transportation and communications, newspaper coverage, wholesale distribution, fuel deliveries, dairy products, hospitalization and funeral services.

Many of the residents in the neighbouring municipalities, principally those within 10 - 15 miles of the City, depend on Hamilton for employment, education and recreation.

D. Future Employment:

National Employment indexes indicate that employment will continue at a higher level than in 1939 but will be rather lower than wartime figures. Hamilton indexes, with the exception of the recent strike period, show that Hamilton is in line with national trends. Pre-war, wartime,

and post-war indexes are as follows: (2)

<u>Year</u>	<u>Canada-All Industries</u>	<u>Hamilton</u>
1939	121.7	108.2
1943	187.5	181.9
1945	168.7	168.4
1946	177.9	175.9

The figures indicate that on the basis of present industries employment in Hamilton will be about 73,000 as compared to 46,800 in 1939 and 82,000 in 1942, the peak year of war production. Stable employment will be available for about 41% of the 1944 population or 93% of the working population of 1944.

According to the population estimates (Part III 2) the population of Hamilton in 1975 will be about 230,000. If the proportion of the gainfully occupied to the total population is the same as it is now, there will be approximately 94,000 gainfully occupied. The future requires, therefore, that some 20,000 new jobs be created over a thirty year period, either through the expansion of present industries, trades, and services or through the advent of new ones.

The future division of employment will probably be more similar in some respects to the 1931 division than to the 1941. About 50% will be in manufacture; 18% - 19% in services; 13% in trade; 8% - 9% in construction; 6% in transportation; 2% in finance.

Because an important section of Hamilton's employment is in heavy industry, Hamilton suffers more than other Ontario cities during periods of economic depression. The only other city in the depression of the 1930's approaching Hamilton in the lowness of its employment index was Windsor.

It is important that further consumer industries are attracted to Hamilton. The City is already large enough and has sufficient population within a hundred mile radius for the local market to be of importance. The nature of the hinterland indicates the feasibility of new industries using farm products. Further industries complementary to the existing heavy industries could be established, as well as new service, light metal, or textile industries.

Economics of the Citizen

From the individual citizen's point of view the economic base and functions of Hamilton are reduced to simple questions:

- a. What opportunities has he to make his living?
- b. How much can he earn?
- c. How much does he have to spend for the primary necessities?
- d. How much does he have to spend for public services?
- e. What type of services and good living can the city provide for him and his family out of his taxes?

In the past, a city has been regarded primarily as a place to work. To-day, the attractiveness of the living conditions are as important as the economic opportunities that the city can offer.

Opportunities for Employment

Based upon the foregoing premises we may assume that if economic prosperity continues, over 90% of the working population can find stable employment.

Earnings

The average income of wage-earners in Hamilton in 1941 was \$1,234, while in the same year the average earnings of wage earners in Ontario generally were \$1,119. In other large Ontario cities, such as Toronto, Windsor and Ottawa, earnings were \$1,233; \$1,386; and \$1,368 respectively. Smaller industrial cities such as Peterborough, Brantford and Kitchener compare unfavourably with average earnings of \$1,126, \$1,118 and \$1,101 respectively. (5)

In Hamilton in 1941, 19% of the wage earners earned under \$450, 29% earned between \$450 and \$949, 43% earned between \$950 and \$1,949, 7% between \$1,950 and \$2,949, and 2% over \$3,000. (5)

Cost of Living

Situated in a manufacturing province at the centre of railway transportation and on the main lines of inland water transportation, and having a fertile agricultural area immediately surrounding it, Hamilton is favourably located from the point of view of cost of living.

The cost of food, coal, and rental in March, 1941, to an average wage earning family in Hamilton was \$73.93, as compared to \$78.88 in Ottawa, \$80.48 in Toronto, and \$72.37 in Windsor. Smaller Ontario cities tend to have a lower cost of living. (5)

Rental in Hamilton in 1941 averaged \$28 a month, and compares favourably with other cities of similar size and even with some smaller cities. Power and coal are cheaper than in most Ontario cities.

Cost of Public Services

a. Tax Rate:

The termination of the war in Europe found Ontario cities in a stronger financial position than at any other time in their history. From 1932 to 1944 the gross debt of Ontario cities was reduced by 64.9%. The per capita debt in Hamilton from 1942 - 1944 alone was reduced from \$100.52 to \$74.60, with a forecast for the continued diminution of the debt. Hamilton compares favourably to the other cities which had an average per capita debt of \$102.24 in 1944. (6)

The mill rate in Hamilton in 1944 was 35.75 as compared to 32.85 for Toronto, 33.5 for Ottawa, and 41.0 for Windsor. (6)

The chief sources of revenue of the City, excluding grants, are the taxation of land, buildings, and business; business and other licenses; and surplus from the municipal waterworks.

b. Cost to the Individual Citizen:

The average tax for a six-room house on a 40' lot in the City is \$125.00 per year. Water would be an additional \$10.50 per year, making a total cost of \$135.50 a year to the average householder for municipal services.

Quality of Public Services

The public library and the parks system of Hamilton are outstanding; police and fire protection and educational facilities are good. The City is well served by public utilities except in a few locations which are in the state of development. Transportation and transit facilities are in need of improvement, particularly by-pass routes and parking facilities.

Sources of Data

- (1) Business Year Book, Macleans, 1940, 1946.
- (2) Base Material for Planning, Part 3.
- (3) Hamilton Industrial Commission.
- (4) Preliminary Report, "Improvement of the Market Area", Town Planning Consultants Ltd. 1945.
- (5) The Dominion Bureau of Statistics.
- (6) Preliminary Statistics for Towns and Villages for 1944, Department of Municipal Affairs.

IV MASTER PLAN PROPOSALS

1. PLANNING AREA

Recommendation:

To define a Planning Area of approximately 176 square miles containing the city of Hamilton and the whole or portions of the adjacent municipalities of Burlington, Burlington Beach, Waterdown, Dundas, Stoney Creek, East Ancaster, Glanford, Barton and Saltfleet. (Plate 2)

The boundaries to be:

- a. Extreme east limit:
 1. Road allowance between lots 12 and 13, Saltfleet Township.
 2. Road allowance between lots 10 and 11, Nelson Township.
 3. Lake Ontario.
- b. Extreme south limit:
 - Road allowance between concessions VI and V, Glanford Township.
- c. Extreme west limit:
 - Road allowance between lots 36 and 37, Ancaster Township and boundary between West Flamboro and Beverly Townships.
- d. Extreme north limit:
 1. Boundary between concessions V and VI, East Flamboro Township.
 2. Boundary between East Flamboro and Nelson Townships.
 3. Dundas Street. (Highway No. 5)

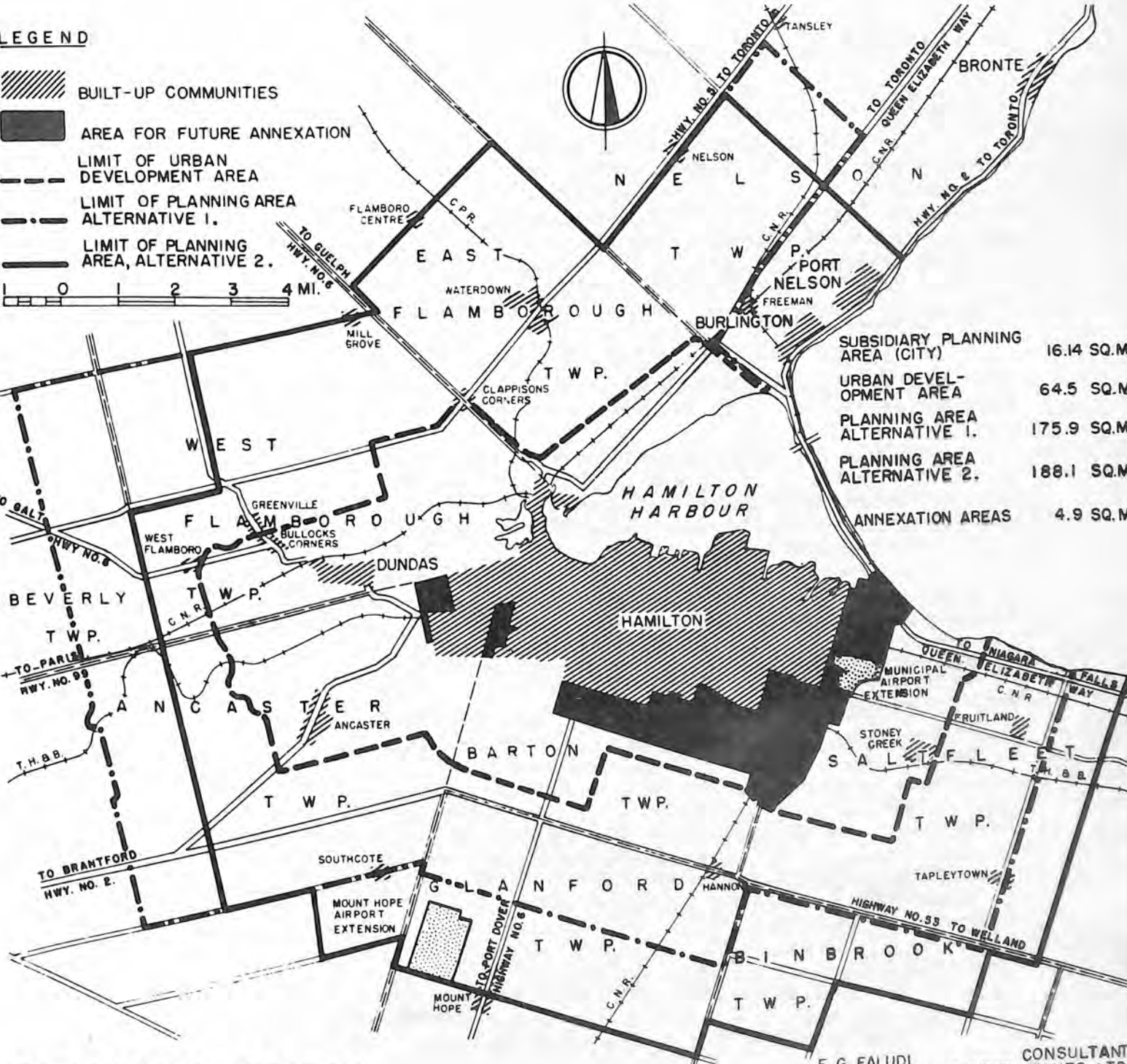
If Burlington is reluctant to become part of the Planning Area an alternative area is proposed as indicated, omitting the land of Burlington town.

The boundaries would be:

- a. Extreme east limit:
 1. Road allowance between lots 5 and 6, Nelson Township.
 2. Nelson-East Flamboro Township boundary.
 3. Road allowance between lots 16 and 17, Saltfleet Township.
 4. Glanford-Binbrook Township boundary.
 5. Lake Ontario.
- b. Extreme south limit:
 1. Road allowance between concessions IV and V, Ancaster Township.
 2. Road allowance between concessions II and III, Glanford Township.
 3. Saltfleet-Binbrook Township boundary.
- c. Extreme west limit:
 1. Road allowance between lots 30 and 31, Ancaster and Beverly Townships.
 2. East Flamboro-West Flamboro boundary.
 3. Ancaster-Glanford boundary.

LEGEND

- BUILT-UP COMMUNITIES
 - AREA FOR FUTURE ANNEXATION
 - LIMIT OF URBAN DEVELOPMENT AREA
 - LIMIT OF PLANNING AREA ALTERNATIVE 1.
 - LIMIT OF PLANNING AREA, ALTERNATIVE 2.
- 0 1 2 3 4 MI.



SUBSIDIARY PLANNING AREA (CITY)	16.14 SQ. MI.
URBAN DEVELOPMENT AREA	64.5 SQ. MI.
PLANNING AREA ALTERNATIVE 1.	175.9 SQ. MI.
PLANNING AREA ALTERNATIVE 2.	188.1 SQ. MI.
ANNEXATION AREAS	4.9 SQ. MI.

PLANNING AREAS

E. G. FALUDI
TOWN PLANNING CONSULTANTS LTD.

d. Extreme north limit:

1. Road allowance between concessions IV and V, Beverly and West Flamboro Townships.
2. Road allowance between concessions V and VI, East Flamboro Township.
3. Dundas Street. (Highway No. 5)

Problems:

The root problem is that a large area which is physically and economically inter-related is divided into political units which act independently. The impact of developments of the city or of the surrounding municipalities often reaches beyond their political boundaries. There is a need for the co-ordination of developments in the area physically, socially, and economically related to the city.

Existing Conditions:

Hamilton has an extensive regional area varying in radius from 20 - 40 miles. The city functions in this area as a distributing and servicing centre and a receiving centre for farm products.

Within the regional area, many of the municipalities are so related to the city by questions of water supply, sewerage, power, transportation, communication and land use as to require a regular and authoritative medium for the solution of common problems.

Adjacent to the city, an area of about 48 square miles shows possibilities of urban development. Population centres in the area include Burlington, Dundas, Stoney Creek, Ancaster, Aldershot, and Bayview. These centres have in varying degrees the character of satellites of Hamilton. Their total population is about 11,000.

On the outskirts of the city there are residential developments totalling approximately 210 acres with a population of about 7,000. Fringe developments take place outside of large cities regardless of whether or not there are suitable sites for development within the city and in spite of repeated extension of the city boundaries. The population of the fringe area has the advantages of the social, educational, and recreational facilities of the city without being part of the political unit. They frequently require services such as sewerage and water from the city. The city has no control over the use of land and type of building in the fringe area which usually becomes a part of the city as the city grows and extends its area.

Implementation:

The City Council should make application to the Minister of Planning and Development for the establishment of the proposed Planning Area under the provisions of section 2, subsection 1 of the Planning Act of 1946: "Where a council is desirous of having an official plan, it shall make application to the Minister who may define and name a Planning Area."

The City Council should ask the Minister to designate the

city of Hamilton as the agency that should formulate a plan for the Planning Area, under section 2, subsection 2 of the Planning Act of 1946: "Where the Planning Area covers more than one municipality, the Minister shall designate the municipality that shall formulate the official plan, and the scope and general purpose thereof."

URBAN DEVELOPMENT AREA

Recommendation:

To designate about 64 square miles of the planning area in which urban developments have or are expected to take place as an urban development area under section 23 of the Planning Act, for the purpose of the regulation and control of subdivisions.

The boundaries of the proposed urban development areas are formed roughly by a line through or including Community Beach, Stoney Creek, Glendale Golf Course, the north boundary of Concession 8, Barton Township, Ancaster, Dundas, the escarpment north-east of Dundas, Aldershot Station and the East Flamboro-Nelson Township boundary.

Problems:

In the past land has been sold by metes and bounds, undesirable or premature subdivisions were created and haphazard developments occurred around the city and in many of the adjacent municipalities.

Existing Conditions:

There are a number of urban nuclei in the adjacent municipalities which are not served by public utilities and by adequate roads. Many of the residential areas there are already blighted.

Implementation:

The City Council should provide a by-law designating the total area of the city of Hamilton as an urban development area under the provisions of section 23 of the Planning Act of 1946: "The Council may by by-law designate any area within the municipality as an urban development area and thereupon no parcel of land within the area shall be divided for sale or sold in part or agreed to be sold unless the land is shown on a registered plan of subdivision."

The establishment of the urban development area outside of the city area would require the provision of by-laws by the municipalities concerned designating the whole or parts of their area as urban development areas.

IV MASTER PLAN PROPOSALS

2. FUTURE AREA OF THE CITY

Recommendation:

To provide for the extension of the city over a thirty year period by the annexation at various stages of about 3,150 acres of land in the Townships of Ancaster, Barton and Saltfleet. The incorporation of this land into the city will provide future residential, park and industrial areas and by establishing control of land use by the city will ensure desirable developments. (Plate 3)

The boundaries of the portions to be annexed are as follows:

Ancaster Township:

north - West Flamboro Township Line
 east - present City Limits
 south - Main Street
 west - A line running north and more or less following the Creek.
 Area - 152 acres, 71 houses.

Barton Township: Block One

north - Main Street
 east - Paradise Road; Aberdeen Ave., T. H. & B. Railway line between lots 20 and 21.
 south - present City Limits (Chedoke Golf Club)
 west - line between the Townships of Barton and Ancaster
 Area - 148 acres, 541 houses.

Barton Township: Block Two

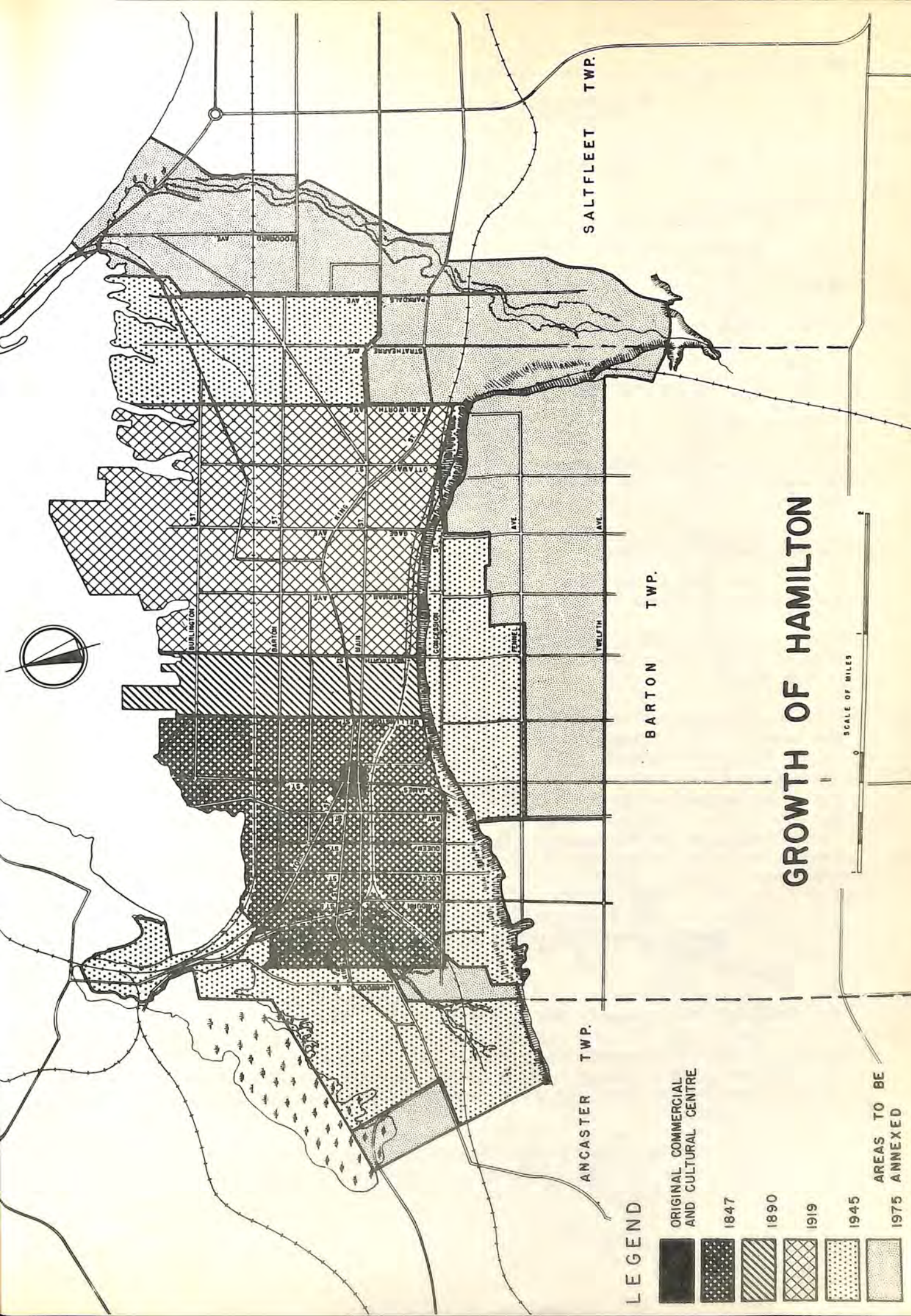
north - Main Street
 east - line between Townships of Barton and Saltfleet
 south - southerly limit of King's Forest Park
 west - westerly limit of King's Forest Park, Mountain Brown Road, Kenilworth Ave.
 Area - 802 acres, 73 houses.

Saltfleet Township:

north - Lake Ontario
 east - road allowance between lots 28 and 29, road allowance first east of Red Hill Creek, Woodward Ave.
 south - Lawrence Ave., road allowance between lots 31 and 32, T. H. & B. Railway, road allowance between lots 32 and 33, limit of King's Forest Park.
 west - line between Townships of Saltfleet and Barton, Hamilton city limits.
 Area - 2046 acres, 786 houses.

Existing Conditions:

The proposed annexation areas contain the municipal airport, and residential fringes of the city totalling 1,471 houses with a population of approximately 7000. Red Hill Ravine is to be designated for park purposes and 186 acres in Saltfleet Township for industrial uses. The remainder of the area is vacant or farm land suitable for residential development.



LEGEND

- ORIGINAL COMMERCIAL AND CULTURAL CENTRE
- 1847
- 1890
- 1919
- 1945
- AREAS TO BE ANNEXED
- 1975

GROWTH OF HAMILTON

SCALE OF MILES

IV MASTER PLAN PROPOSALS

3. USE OF LAND FOR INDUSTRIAL PURPOSES

Recommendation:

To designate 1360 acres of additional land for industrial uses, 352 acres by replacing blighted residential areas and 1008 acres on vacant land for the purpose of providing:

360	acres	for	industries	that	require	harbour	facilities
512	"	"	"	"	"	railroad	"
302	"	"	light	manufacturing	requiring	highway	facilities only
186	"	"	obnoxious	industries			

1360 acres.

While not all these areas are within the city limits, it is believed that with the co-operation of the adjacent municipalities land can be provided for future industrial development.

Problems and Future Needs for Industrial Sites:

The lack of serviced or developed industrial sites is one of the greatest problems that will affect the future of Hamilton.

There is a need for sites for the expansion of existing industries and also for new industries that want to establish themselves in the City.

In addition, trends in manufacturing industries to-day indicate the need for more floor space per worker and change from multi-floor to one floor operations. Many of the obsolete plants in the City will have to follow this trend in order to remain in competition. It is also very probable that many plants located in inadequate sites will want to double or triple their sites when moving from existing locations. There would consequently be a demand for additional industrial space even though there may be no increase in the number of people employed.

While it can be said for Hamilton that its period of rapid industrial growth has passed, there are indications toward further growth.

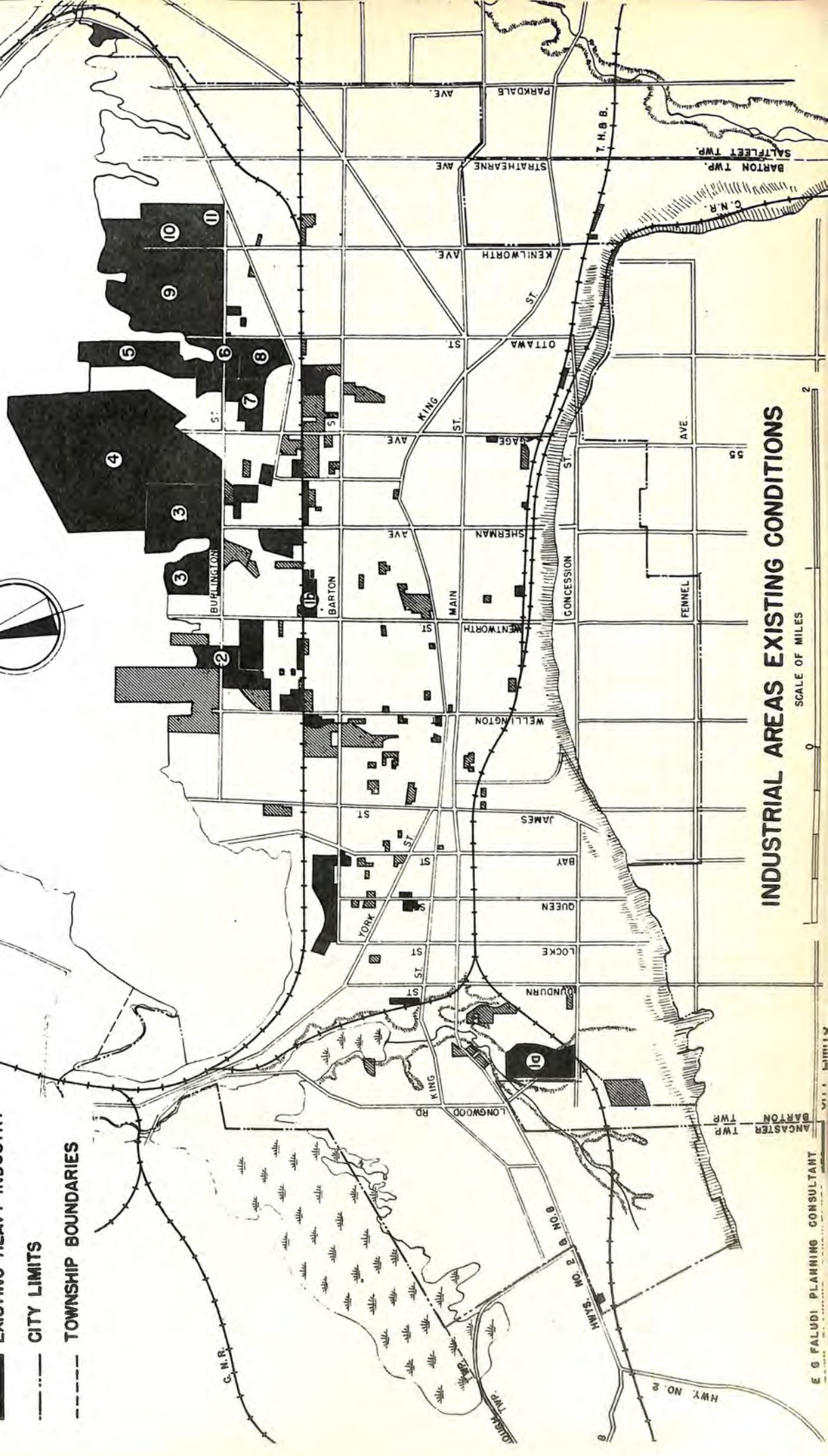
On the basis of information now available, it is possible to estimate only very vaguely the future need for industrial sites. However, based on intelligent guessing, an estimate of 60% expansion of existing manufacturing sites, or an additional 900 acres, should be ample to meet the probable need in moving obsolete plants from the central part of the City, in the expansion of existing plants, and for new industries.

The peculiar land use conditions of Hamilton indicate the following problems that will have to be faced in the next three decades:

LEGEND

- EXISTING LIGHT INDUSTRY
- EXISTING HEAVY INDUSTRY
- CITY LIMITS
- TOWNSHIP BOUNDARIES

HAMILTON HARBOUR



INDUSTRIAL AREAS EXISTING CONDITIONS

to provide additional sites for heavy industries that need harbour facilities and dockage;
 to provide additional sites for obnoxious industries;
 to provide additional sites for industries that need only railway transportation facilities;
 to provide additional sites for industries that need highway and air transportation facilities;
 to replace those blighted industrial sties that are now in the central part of the City and are more suitable for commercial or business uses (approximately 19 acres);
 to replace those blighted industrial sites that are in areas to be redeveloped for residential use;
 to reclaim blighted residential areas for industrial use.

Existing Industrial Areas: (Plate 4)

About 1,550 acres of 15% of the total land of the City is occupied by industrial uses. Two main concentrations are evident:

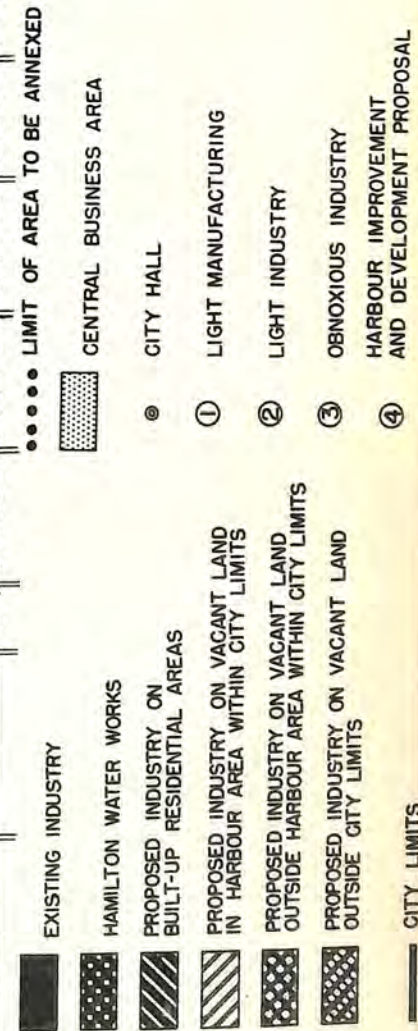
- 1) along the waterfront bounded on the west by Ferguson Ave., on the south by the C. N. R. Railway, and on the east by the Stuart Estate and the Parks Board property.
 These are mostly heavy industries with large acreages of land. They occupy 72% of the waterfront.
- 2) between the C. N. R. Railway and Barton Street from Dundurn Park to Rosslyn Ave.

The importance of the two major concentrations of industry is indicated by the area of the land they occupy and the number of workers they employ. About 75% of the total industrial land is concentrated north of Barton Street. Of the total of 78,000 gainfully occupied in 1944, about 26,500 or 46% were employed in these areas. The location of major heavy industries is indicated on plate 4.

The number of employees in 1944 was:

<u>Major Heavy Industries</u>	<u>No. of Employees</u>
1a Cdn. Westinghouse Co. Ltd. West Plant	
1b Cdn. Westinghouse Co. Ltd. East Plant	5825
2 Otis-Fensom Elevator Co. Ltd.	2733
3 International Harvester Co. Ltd.	1925
4 Steel Co. of Canada Ltd.	6293
5 Hamilton By-Product Coke Ovens Ltd.	450
6 Procter & Gamble Co. Ltd.	332
7 Hamilton Bridge Co. Ltd.	891
8 Dominion Foundries & Steel Ltd.	2540
9 Canadian Industries Ltd.	272
10 National Steel Car Corp. Ltd.	2275
11 Firestone Tire & Rubber Co. Ltd.	1605

There are in addition scattered developments between Barton and King Streets from Strathcona on the west and the T. H. & B. Railway on the east; on the west part of the City along the T. H. & B. Railway; on the south part of the City along the T. H. & B. Railway; and in sections bounded by James, Barton, Glendale, King and by James, Barton, Strathcona, King.



PROPOSED INDUSTRIAL AREAS

In these latter areas small industries are interspersed among residences. Homes are deteriorating and residential land values decreasing as a direct consequence of the intrusion of industries.

Requirements of Locations for Industrial Sites:

The experience of the last two decades has shown that the number of basic industrial jobs is the key to the population growth of Hamilton and the population will increase or decrease in direct proportion to the volume of industrial employment.

Other important characteristic of industrial development is its large contribution to civic revenues. Of taxes paid in relation to services received, industrial areas show a profit to the City, while residential areas as a whole operate at a considerable loss.

To-day the encouragement of industrial development is more than ever needed. Hamilton is a production and distribution centre in a region with no significant raw materials for its industries. Within a radius of a hundred miles, it is in competition with cities like Toronto and London and with thriving industrial communities such as Welland, Galt, Brantford and Kitchener. It is obvious that Hamilton needs every competitive advantage to maintain its position in the rank of Canadian cities and to develop further, because its economic heart is industry.

In the past, the following advantages attracted industries:

- a. Transportation facilities on water and land
- b. Proximity to market
- c. Distribution facilities
- d. Reasonable tax rates
- e. Labour markets
- f. Water - power service
- g. Suitable sites
- h. Healthy climate
- i. Accessibility to extensive recreational areas

To-day, many of these advantages do not exist or have declined in importance. There is a definite lack of additional sites that are equipped with all public utilities required for industrial use. A number of industries are hampered by obsolete plants, by lack of space for extension, and by congested traffic conditions.

There is no doubt that Hamilton's future as a well functioning industrial and commercial centre can be secured only if provision is made for additional industrial sites that are served by adequate transport and utility services and readily accessible to the workers from every part of the City.

Proposed Industrial Sites: (Plate 5)

a. Harbour Development Area

Since 1939, the Hamilton Harbour Commission and the Industrial Commissioner have been aware of the probable expansion that additional

harbour facilities would encourage and of an actual need for additional industrial sites on the harbour.

The present role of the harbour in the economic life of the City justifies this assumption. A yearly average traffic of 1,600 vessels in and out of the harbour carries cargoes with a tonnage of over 3,000,000 tons.

The Harbour Commission administers harbour properties of 10 square miles of a capital investment exceeding \$2,000,000, including dock accommodation of 8,000 linear feet and four modern warehouses of 70,000 square feet capacity.

Capital investment in harbour facilities by private industry exceeds \$4,500,000. Federal government investment amounts to approximately \$6,000,000.

Plans have been prepared by the Harbour Commission with the objective of providing 360 acres of suitable sites for industry on city and privately owned undeveloped land on the east end of the Bay with wharves extending between Fairfield Ave. and Brighton Ave. Three slips are planned, each 1,200 feet long and 200 feet wide, and two docks about 1,050 feet wide bisected lengthwise by a fifty foot road allowance.

The developments would provide a harbour headline with an overall length of 3,700 feet. An inner channel of similar length and 800 feet wide would be provided, with a westward extension to the Canadian Industries Dock. An entrance channel of 3,300 feet in length and 400 feet in width to the proposed harbour is called for to allow ships passage from the deeper section of the Bay.

The harbour area is served from east to west over a frontage of 4 miles by Burlington St. Nine level crossings and an extremely heavy shunting of freight cars on railway sidings contribute to the impediment of the flow of vehicular and pedestrian traffic. These conditions reduce Burlington St. from a through traffic artery to an industrial service road.

The findings of Mr. E. L. Cousins, Consultant to the Harbour Commission, indicates unsatisfactory conditions that call for urgent improvements. Traffic surveys made from January 21st to January 26th for 12 hour periods reveal:

"At Wentworth St. the number of vehicles was 3,928; at Sherman St. which was the entrance to the International Harvester Co. the number was 6,258; at Irondale crossing, the entrance to the Steel Co. of Canada, it was 6,194; at Ottawa St. the entrance to Procter & Gamble and Canadian Industries Ltd., it was 9,212; at Kenilworth Ave. the entrance to the National Steel Car properties, 5,621; and in the matter of entrance to the Firestone Co. of Canada, 2,980. These are the average number of vehicles passing these points in a 12 hour period. The traffic count indicates the number of interruptions were 49 for the average day, the total duration of which was 72 minutes. The number of cars and trains passing the crossings was 286, single engines 10, motor cars held up on account of railway operations 323, trucks 171 and street cars 17."

Proposals for street realignment from 60 feet to 86 feet along Burlington St. are included in studies made by the Harbour Commission and their consultant, in addition to other studies to service the area with the required railway, road access, and public utilities.

The development of the whole harbour section according to an overall plan is vital to the future of the City. The approval of a final plan to be proposed by the Harbour Commission Consultant, Mr. E. L. Cousins, cannot be delayed any longer by City Council.

For the improvement of traffic conditions in the enlarged harbour area the following proposals are indicated in the "Major Street Plan" section of this report:

- 1) the widening of Beach Road
- 2) the widening and extension of Burlington Street east to No. 20 highway
- 3) the continuation of Strathearne and Parkdale Aves. north from Beach Road to the waterfront
- 4) the formation of a traffic circle at the intersection of Beach Road and Burlington Street.

b. Sites for Obnoxious Industries:

As the prevailing wind direction is south - west, industrial sites on the north-east region of the Bay would be suitable for obnoxious industries. The location would affect only existing industries and not residential areas.

There are 186 acres of land available and suitable for such purposes in the north-east region outside the City Limits, in Saltfleet Township west of the filtration plant.

The zoning of this area for obnoxious industries would provide the Metropolitan Area with a type of land that is often required by large industrial concerns. The district could be separated from the residential areas on the east by a green belt and by zoning and maintaining King's Park as such.

c. Sites for Industries that Require Railway Facilities

About 512 acres north of Barton Street, south of Burlington including vacant land and blighted residential land are proposed for principally heavy industry, in addition to existing industrial areas north of Barton Street. These areas traversed by or are adjacent to at least one railway line.

d. Sites for Industries that Require Highway Facilities

Four new areas zoned for light manufacturing or light industry provide for new industries needing highway transportation facilities only. These are:

East of James, south of Barton, west of Ferguson Ave.	78 acres
East of Westwood, south of the T. H. & B. Railway	156 "
West of Westwood, south of the T. H. & B. Railway	40 "
South of the C. N. R., east of Strathearne	28 "
	<hr/> 302 acres

These sites depend for efficient highway service on the improvements of highway connections proposed in the "Major Street Plan" section of this report:

the Barton-York connection which will serve the central light manufacturing area;
the new south-west entrance, which will serve the south west areas;
the Main-Strathearne connection which will serve the north east area.

e. Sites Required for the Replacement of Central Blighted Industrial Areas to be Zoned for Commercial or Residential Uses

Approximately 19 acres of land now occupied by industries are scattered within areas designated for residential redevelopment or for commercial uses. These industries use motor transportation and can be relocated in the new industrial areas which are convenient to highway transportation.

f. Zoning and Reclaiming of Blighted Residential Areas for Industrial Use

Of the total of 1360 acres proposed for industrial use, 352 acres are blighted residential areas. They are chiefly north of Barton Street (274 acres) and north-west of the central business area (78 acres) adjacent to the Ferguson Avenue spur line. The homes in these districts have outlived their social and economic value and the land is more suitable for industrial use, because of the existence of industries already established, of railway facilities and of major streets.

Implementation:

The provisions of the proposed zoning by-law for the establishment of industrial use districts will accomplish the foregoing objectives.

IV MASTER PLAN PROPOSALS

4. USE OF LAND FOR COMMERCIAL PURPOSES

Recommendation:

- 1) To improve the central commercial area by:
 - a. the extension of the public market
 - b. the reclamation of blighted commercial sites
 - c. the provision of additional commercial frontages
 - d. the improvements of traffic circulation and parking facilities
 - e. the regulation of permissible uses

- 2) To stabilize strip developments on major streets and prevent their further unregulated extension by the zoning of 73,780 feet frontage for commercial use on major streets outside the central commercial area on which commercial developments have taken place.

- 3) To stabilize strip development on secondary streets by zoning 20,690 feet frontage for commercial use.

- 4) To provide neighbourhood shopping centres in the residential areas by zoning 8,200 feet frontage in selected locations on residential streets.

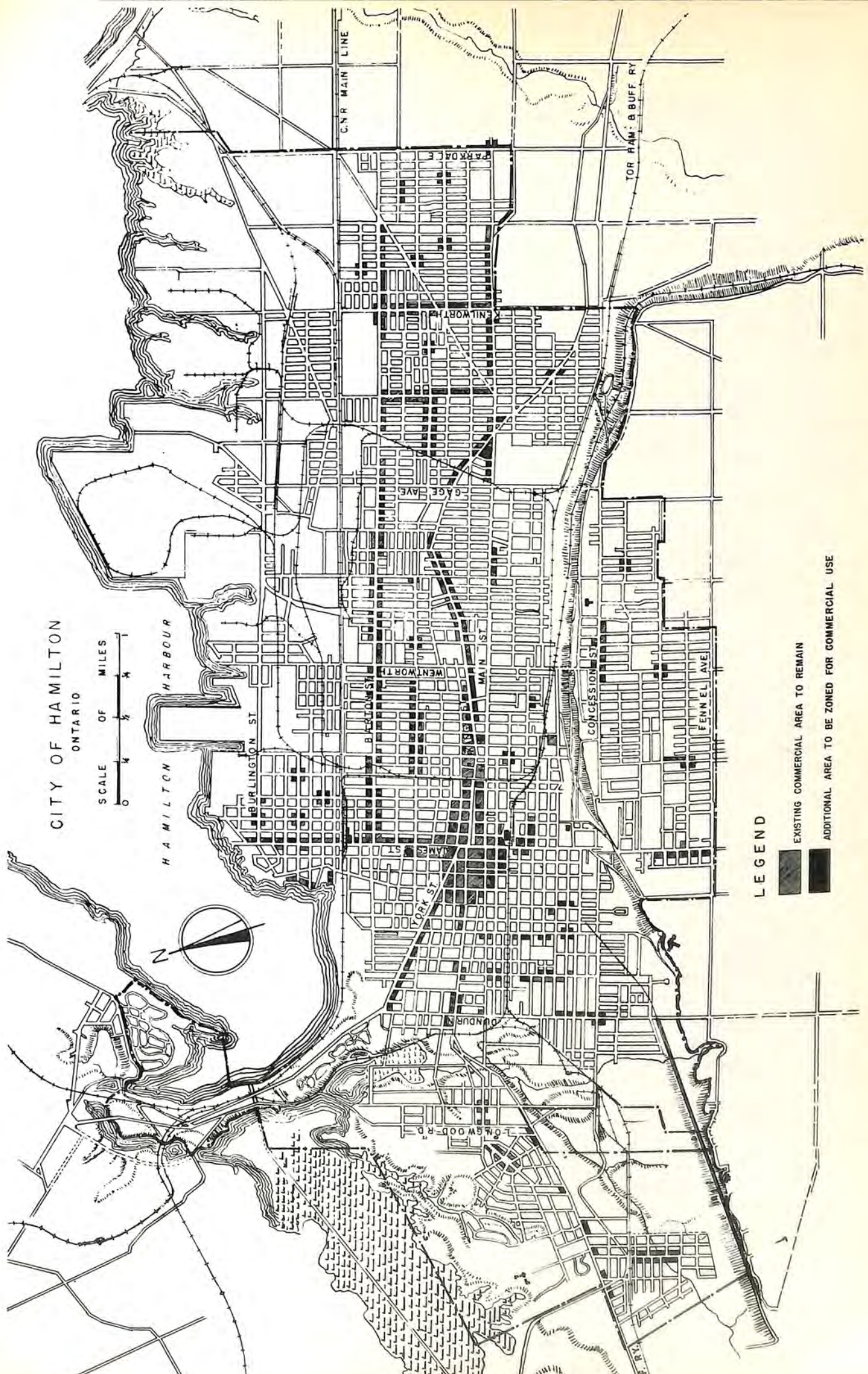
Problems of Commercial Areas:

1) Within the Central Commercial Area:
 It seems paradoxical that one of the most valuable commercial parts of the city is also the most obsolete and the most difficult of access. Specifically, the problems of the central business district are:

- a. Part of it is declining - obsolete warehouses, blighted shops, and storage yards block the possibility of the extension of better class retail stores
- b. Non-commercial uses such as the City Hall and the Market license building interrupt the continuity of the commercial section of James Street and occupy valuable business frontages.
- c. The city market is inadequate in space and arrangements and difficult of access.
- d. Traffic conditions in the central business district are congested and there is a lack of off-street parking space.

2) Within the Residential Areas:

Ribbon commercial developments which are often actually an extension of the central commercial area have developed far out along the principal thoroughfares, seriously affecting abutting residential district. Strip developments occur on James, York, King, Barton, Cannon, Ottawa, Main, Locke, and Kenilworth Streets. There are also scattered commercial establishments on secondary streets in residential areas which by their location and character depreciate the surrounding property values.



Some residential areas, on the other hand, are not adequately served by local shopping facilities, and residential districts now being built up will have to be supplied with shopping centres.

Objectives:

a) The reclamation of the central commercial area in order to provide further commercial frontages, better public market facilities, to improve traffic flow in the area, and to limit the permissible uses to commercial uses proper.

b) The provision of neighbourhood shopping facilities within $\frac{1}{2}$ mile of every home.

c) The stabilization of commercial development areas to prevent further scattering of ribbon commercial developments on major streets and to prevent the intrusion of commercial establishments in residential areas.

Existing Commercial Areas: (Plate 6)

Of the total 10,250 acres of land in the city about 325 acres are commercial lands, used for the purpose of exchange of goods or services. Retail and wholesale stores, office buildings, theatres, warehouses, small repair shops, etc., are located in these areas.

The total commercial frontage is 152,000 feet, belonging mostly to 2,060 retail and 275 wholesale establishments. The commercial area amounts to .18 acres or from 85-90 feet frontage per 100 people in the city. Of the total frontage, approximately 50% is in the central commercial area, 37% on major streets outside the central area, and 13% on secondary streets principally within residential areas.

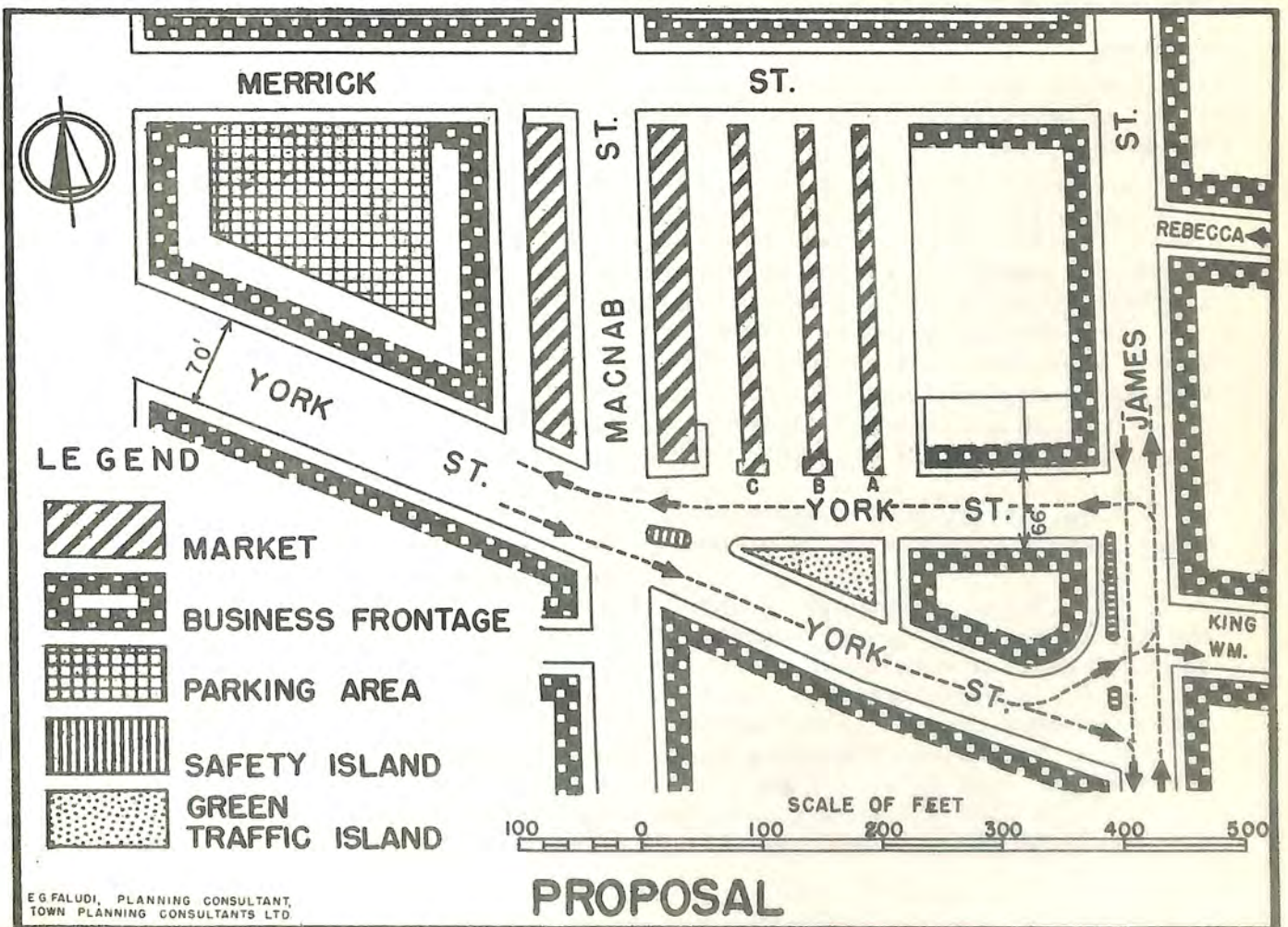
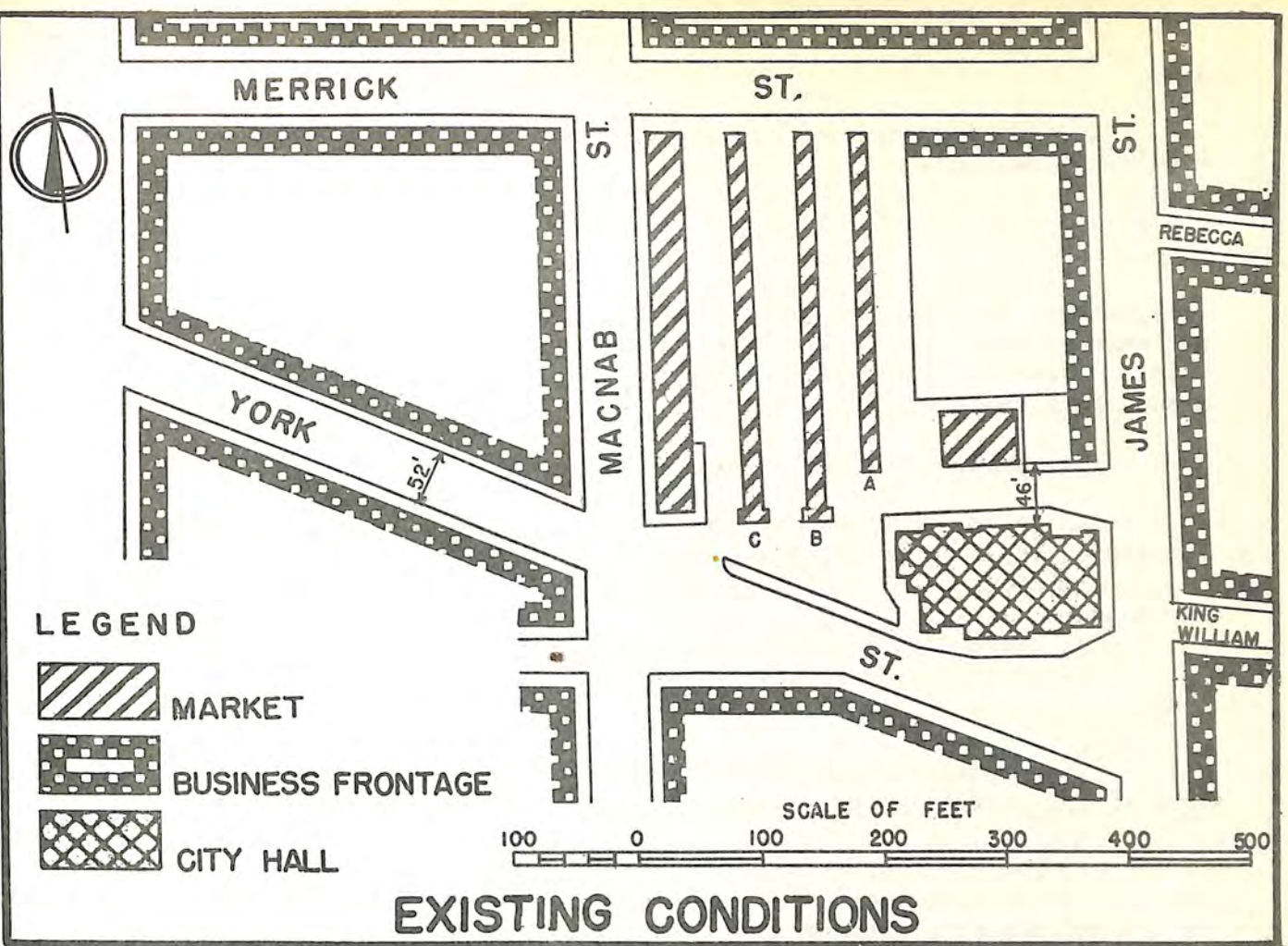
Proposals:

a. Central Commercial Area Improvement and Development (Plate 7)

Within the central core of Hamilton in the area bounded by King, Park, Merrick and James Streets are the greatest opportunities to reclaim business frontages and to provide high revenue producing commercial land. A reclamation project at the same time offers the opportunity to improve the efficiency and attractiveness of Hamilton's oldest and most popular commercial institution, the open market.

There are three projects within this area that could contribute to the improvement of the commercial centre of the city and also to the improvement of the traffic congestion that affects the movement of traffic in the whole central section of the city:

- a) the extension of the Market
- b) replacement of the City Hall and the license building by commercial buildings, and the reclaiming of the south-east corner of York and McNab intersection for commercial use
- c) the redevelopment of the blighted business area bounded by York, Park, Merrick and McNab Streets.



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IMPROVEMENT OF THE MARKET AREA

d) the regulation of the permissible uses in the area zoned central commercial.

Extension of the Market Area: (Plate 7)

The Hamilton City Market is a centre of distribution and a link between Hamilton and 100,000 acres of agricultural land in the surrounding townships. Because of its economic importance and public character, the market demands special consideration. (See preliminary Report No. 11)

The problems of the market to-day are:

- a) it is inadequate to supply the space required by the farmers of the surrounding rural townships,
- b) it lacks adequate parking facilities for both customers and vendors,
- c) there is not efficient access to the Market,
- d) it increases traffic congestion in an already overloaded area.

The assumptions on which our recommendations for the improvement of the market are based are:

- 1) That the market will remain in its present location. Because of the traditions and public sentiments attached to the market and its site, changes and improvements should be done only within and adjacent to its present location.
- 2) That the City Hall will be removed from its present location.

The objective guiding the proposals for the improvements of the market are:

- a) To provide additional market space. According to information received from various agencies, about 70-80 additional stands are required, and 61 should be replaced for the purpose of improving traffic conditions in the market area.
- b) To eliminate traffic congestion in and adjacent to the market area providing better access both to the market and to the central core of the city.
- c) To provide additional parking space.
- d) To reclaim blighted commercial land.

To satisfy requirements and to reach the objectives outlined above the following is proposed: (plate 7)

- 1) The shortening of B and C shelters by 40' and of D shelter by 35' to allow the opening of a 52' wide road north of the City Hall between James and McNab Streets.
- 2) To widen the York Street road allowance to 70' between McNab and Park Streets by the adding of 18' on the north side.
- 3) To replace the whole block bounded by McNab, York, Merrick, and Park Streets with:
 - a. Two shelters for market purposes each 280' long and 15' wide with a road allowance of 30' between them.

- b. A modern block of commercial buildings containing store frontage on the four surrounding streets and a publicly owned multi-storey open garage to service the customers and farmers.
- c. A new street from York to Merrick between the market extension and the new commercial block.

Implementation of the Market Plan:

Empowered by the Planning Act of 1946, section 15, the City should acquire the block of 74,460 square feet bounded by McNab, York, Park and Merrick Streets. Its total assessed value is \$324,206.

The city should retain a portion of 27' width, or a total of 7,440 square feet along the north side of York Street between McNab and Park Streets for the widening of the York Street road allowance to 70' width and for the provision of a 9' sidewalk. Along the west side of McNab between York and Merrick Streets, a portion of 60 feet width or 15,822 square feet for the extension of the market and the opening of new street between York and Merrick.

The City should retain on Merrick Street an area of 18,960 square feet with a frontage of 160 feet for the erection of a multi-storey open garage structure to be operated by the City.

The City should sell the remaining land of 32,238 square feet to private enterprise for the erection of a commercial building facing Park and York Streets and the Market Square.

The amount required for the acquisition of land for the Market extension and for the public garage can be considered as revenue producing investment, and that for the acquisition of land for street widening would return as payment for local improvements and by selling the portion intended for business frontages.

Reclamation of the Present City Hall Site and the Surrounding Area for Commercial Purposes and the Improvement of Traffic Conditions: (Plate 7)

The City Hall building is obsolete and occupies valuable land that is badly needed for commercial purposes. Its position impedes the improvement of traffic congestion at the core of the commercial area. For these reasons, its relocation to the more suitable site on John and Main Streets is justified.

On the assumption that the City Hall will be removed, and with the objectives of providing additional commercial frontages and improving traffic conditions, the following plan is proposed:

- 1) the demolition of the City Hall
- 2) the widening of the lane north of it to 66' by adding to it 20' width from the north frontage of the City Hall
- 3) the straightening of York Street by the readjustment of the building line on the south frontage of the City Hall site

4) the widening of the west side of James Street between the existing lane and York Street by 12 feet

5) the designation of the remaining portion of 11,648 square feet for commercial purposes. The frontage obtained will be 436 feet.

6) the formation of a decorative green island of triangle shape north of the site for the division of traffic between the land and York Street

7) the provision of traffic islands at the intersection of McNab and York and York and James Streets and on James Street adjacent to the City Hall site

8) the straightening of York Street by the adjustment of the south-east corner of York and McNab Streets

9) the designation of the extra land obtained for commercial purposes

10) the designation of the license building site for commercial uses.

Implementation:

a) The city should retain the land needed for street improvements.

b) The city should sell the adjusted city hall site to private enterprise for the erection of a multi-storey commercial building.

c) The city should sell the site of the present license building to private enterprise for the erection of a commercial building.

d) The city should sell the portion of land on the north-east corner of York and McNab obtained by straightening York Street, to private enterprise for commercial use.

Regulation of Permissible Uses in the Central Commercial Area:

At the present time, land in the commercial centre is used for a number of purposes other than those properly belonging to a business centre, such as petty trades, junk yards, storage and warehouses, manufactures, etc.

Under the regulations of the proposed zoning by-law the use of land in the area would be restricted to:

- 1) Retail and wholesale stores.
- 2) Service stores and shops, hotels, restaurants, etc.
- 3) Business and professional offices and studios.
- 4) Places of amusement.
- 5) Passenger transportation facilities.
- 6) Institutions.

Loading and parking space should be provided by all future establishments needing these facilities. Residences should be excluded from the business centre.

b. Stabilization of Commercial Strip Developments on Major Streets

Ribbon developments on major streets are too well estab-

lished for their elimination to be possible. In order to stabilize these developments, which provide shopping facilities both for residential areas and for through traffic, strips should be zoned on the following major streets:

<u>Street</u>	<u>Existing Frontage to Remain</u>	<u>New Zoned Frontage</u>	<u>Total Zoned Frontage</u>
James	5,700	2,370	8,070
York	1,980	920	2,900
King	9,300	8,480	17,780
Barton	9,200	9,340	18,540
Cannon	3,800	3,200	7,000
Ottawa	3,300	630	3,930
Main	6,800	3,110	9,910
Locke	1,500	700	2,200
Kenilworth	1,550	1,900	3,450
	43,130	30,650	73,780

The total frontage on major streets outside the commercial area will be 73,780 feet as compared to the total existing frontage of 56,000 feet (of which 43,130 feet are to remain) representing an increase of 17,780 feet.

c. Commercial Sites in Residential Areas and on Secondary Streets

Existing strip developments on secondary streets, serving principally residential districts, should be stabilized by the zoning of 20,690 feet frontage for commercial purposes.

In order to satisfy the objective of neighbourhood shopping facilities within $\frac{1}{2}$ mile of every house, 8,200 feet frontage should be zoned for commercial purposes at street intersections.

d. Neighbourhood Shops in the Annexation Area

When the areas for future residential development have been defined in the annexation area, it will be advisable to plan neighbourhood shopping centres with $\frac{1}{2}$ mile service radius on a standard of 50' frontage for each 100 people expected within the service radius.

e. Designation of Blighted Commercial Sites for Other Uses

Light Manufacturing: An area of 78 acres north-east of the central commercial district and adjacent to it should be zoned for light manufacturing, within the boundaries of King William, James, Barton and Wellington Streets. At the present time the area consists chiefly of declining commercial uses, petty trades and blighted residences. The use for which it is zoned is intermediary between commercial uses proper and manufacturing proper. Uses at the present time contributing to the blight of the central area which will become non-conforming with the passing of the zoning by-law will be able to locate in the light manufacturing area close to the commercial centre.

f. Residential Areas Designated for Redevelopment

Three areas adjacent to the downtown district between King and Barton Streets containing many blighted or declining commercial establishments have been designated as redevelopment housing areas. Commercial uses will be eliminated except on the specific locations allotted them.

IV MASTER PLAN PROPOSALS

5. USE OF LAND FOR RESIDENTIAL PURPOSES

Recommendation:

- 1) To provide residential land for the additional population expected in thirty years by:
 - a. the designation of 154 acres of vacant land within the present city limits in the districts of Westdale, West Hamilton, East Hamilton and the Mountain Top for residential use,
 - b. the designation of approximately 2,500 acres of land in the annexation area as future residential areas.
- 2) To designate five deteriorated residential districts comprising 432 acres and having a population of 22,000 as areas to be redeveloped under the provisions of the National Housing Act for slum clearance.

Needs of Residential Land for the Anticipated Population:

The population of the City in 1945 was approximately 175,000 and it is anticipated that there will be an additional 55,000 people in the city in the next thirty years. The lack of large tracts of land suitable for residential development within the city to accommodate an increased population is one of the focal problems of the future development of Hamilton.

Within the present city limits, there are approximately 154 acres of vacant land of larger acreages suitable for residential development in the following locations:

Westdale	22	acres
West Mountain	57.7	"
Mountain Top	60	"
East Hamilton	14.6	"
Total	154.3	acres

On the basis of an ideal type of development with four houses or sixteen persons to the gross acre, this land would accommodate about 2,500 people but on the basis of present building habits of the city, 1,200 houses or about 6,000 people.

There remains about 50,000 people to be accommodated of which, according to existing proportions, about 75% or 37,000 will desire to live in single family dwellings. 37,000 people at the optimum density for single family housing, 16 people to the acre, would require about 2,300 acres of land to accommodate all the facilities for modern residential neighbourhoods.

Existing Residential Areas:

Of the 10,324 acres comprising the city of Hamilton, over 3,800 acres or 36.8% of the area is used for residential purposes. The types of dwelling units in the city are:

Single	73.9%
Semi-detached	5.0
Apartments or flats	19.9
Rows and terraces	<u>1.2</u>
	100.0%

The principal settlements in the metropolitan area, Stoney Creek, Burlington and Dundas, have residential areas of 36 acres, 135 acres, and 190 acres respectively.

Within the Townships adjacent to Hamilton there are suburban developments of the city aggregating about 210 acres. Their location is:

Barton Township - 90 acres south and east of the city limits and from Main Street to Greenhill Ave.

Ancaster Township - 10 acres west of the city limits and north of Main Street

Saltfleet Township - 110 acres east of the city limits and north of the Hamilton-Queenston Provincial Highway.

Problems of Existing Residential Areas:

Surveys of residential districts in Hamilton reveal that a considerable proportion of them are deteriorated to the extent that the living conditions they provide are below desirable standards. Approximately 1,000 acres have depreciated to the point where they have fulfilled their usefulness for good living. (accommodating about 50,000 people)

Insufficient control of the growth of the city is responsible for some of the defects in living standards. Scattered business and industrial developments constitute major barriers to good residential conditions in the central areas. Inadequate streets system causes heavy traffic to use residential roads. No incentives have been provided to rehabilitate obsolescent homes.

Of the approximate 1,000 acres of depreciated areas the following are those neighbourhoods of about 432 acres where such conditions prevail: (plate 14)

A South: King, Locke, York, Caroline
 North: York, Locke, Barton, Caroline,
 Mulberry, Bay (section as model for
 redevelopment, plate 8)

B King, Wellington, Barton, Wentworth

C Strachan, Hamilton Bay, Catharine,
Burlington, Wellington

D Barton, Kenilworth, CNR, Strathearne

An analysis of existing conditions in the area can be considered typical and indicates clearly the need for the redevelopment of all the above mentioned areas.

Characteristics of Redevelopment Neighbourhood A:

It has an area of approximately 165 acres with an average density of 50 people per acre and a population of over 5,000.

The majority of the houses are brick, many are frame, and the rest are stucco, brick veneer, and paper brick; they range from 1-2 $\frac{1}{2}$ storeys in height and are built on lots averaging 25' in width.

There are 123 retail stores and petty trades scattered throughout the neighbourhood.

All streets are served with water and sewerage but a number of streets are not paved, having improved macadam or telford surfaces.

Less than one half the streets are 66' wide, many are 40' and 50'. Two of the boundary streets are major thoroughfares (York and Barton) and one is a major street. (Bay)

Of 1,272 houses, 34 are sound (class 1), 231 are vulnerable (class 2), 528 are declining (class 3) and 479 are blighted (class 4). 35.6% of the houses are owner-occupied. Samples on each block shows land assessment from \$473-\$2,901 and building assessment from \$712 to \$2,115.

There are 2 public schools and 1 separate school with a total enrolment of 1,254. There is one playground.

The basic deficiencies of the area may be summarized as follows:

Actual deterioration of dwellings,
Narrow lots and extreme overcrowding of dwellings,
Dwellings set close to the street with inadequate
off-street space for children to play,
Lack of outside windows in dwellings,
Industrial intrusion,
Minor streets needlessly used for commercial
traffic,
Lack of playgrounds and public parks within a
reasonable distance,
Lack of modern public school buildings,
Absence of conveniently located shopping facilities and the haphazard scattering of shops throughout the area.

Recommendation:

It is proposed that these areas be redeveloped in accordance with the provisions of the National Housing Act for slum clearance and the rehabilitation of blighted residential areas.

These proposals are based on the following premises:

1) Decline has been spreading progressively for years. In order to provide decent living conditions and to stop the spread of further deterioration all over the city and the re-development of such blighted areas is imperative.

2) Individual property owners are by themselves helpless to arrest the blight of whole residential neighbourhoods.

3) Rehabilitation can be accomplished only by wholesale attack on the problem involving replanning and rebuilding on a large scale.

Proposed Model Redevelopment Project No. 3: (Plate 8)

The northern section of the Redevelopment Area A has been chosen as a site suitable for a low rental housing project.

The types of buildings proposed are two-storey row houses and three-storey walk-up apartments. They are grouped in courts around a central playground area. The centres of the courts themselves will serve as playlots.

Most of the existing streets and public utilities are maintained, in the proposed layout but through traffic is discouraged by diverting or interrupting it.

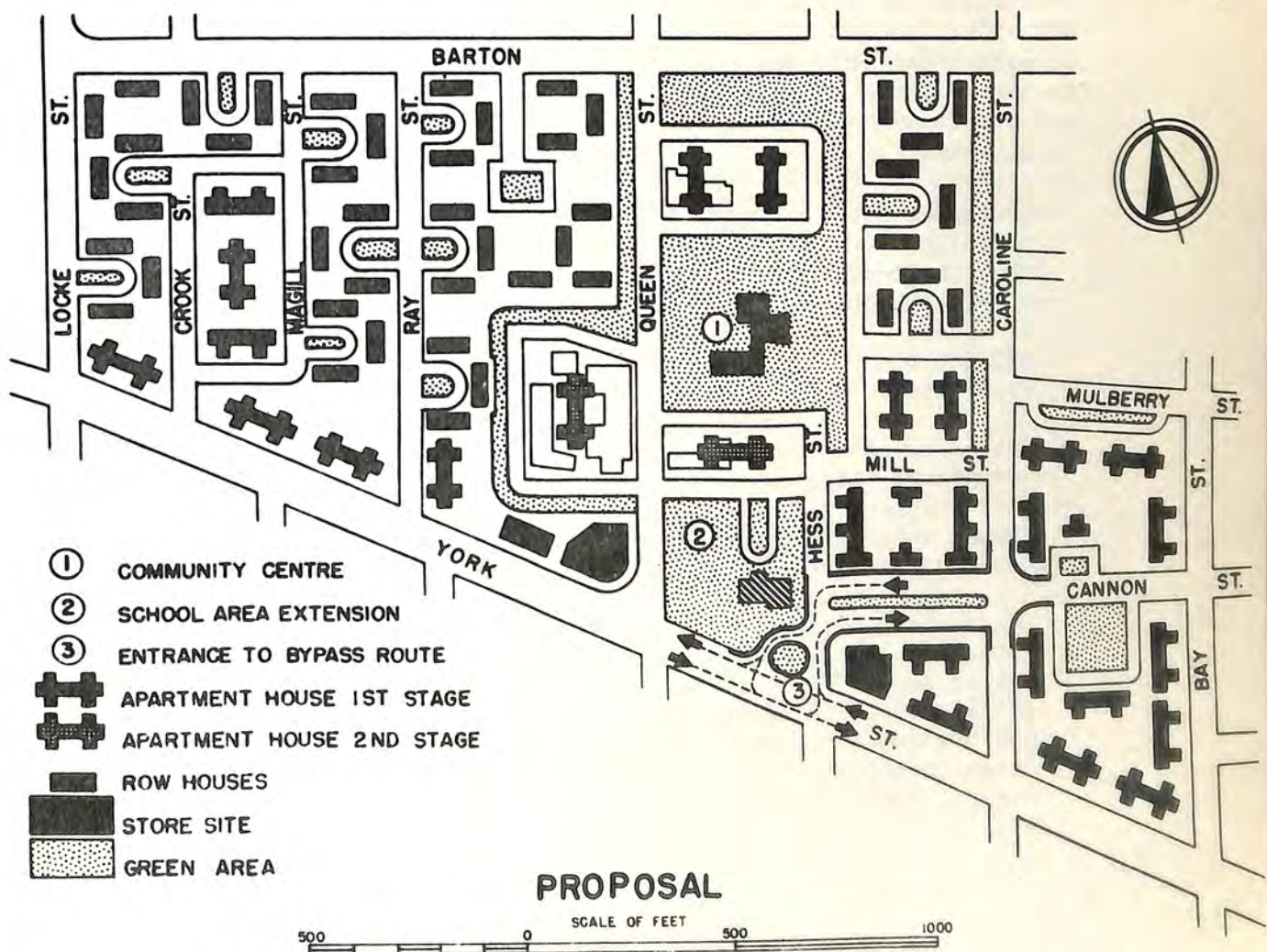
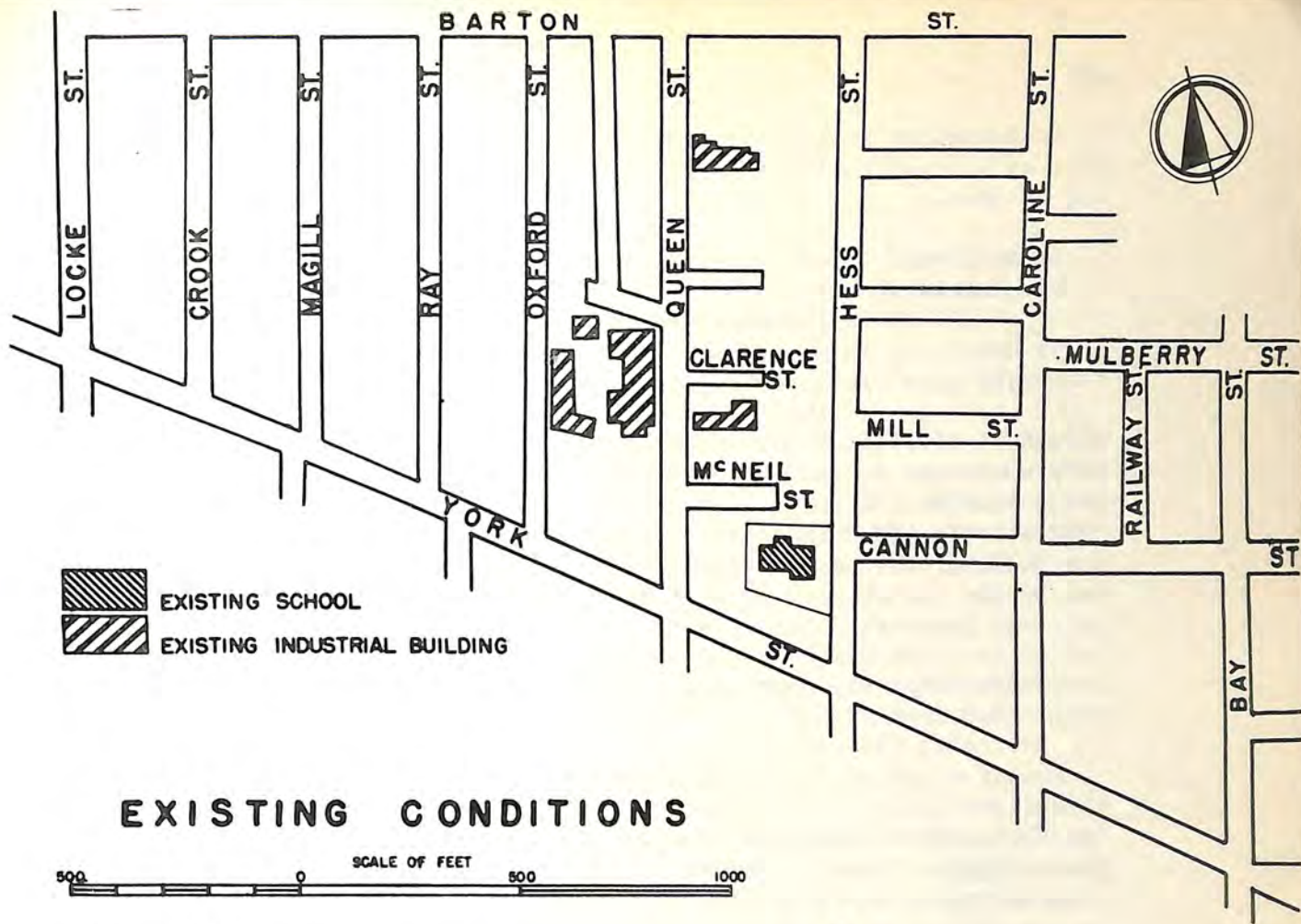
Three of the existing factories are considered as of non-conforming use and will be tolerated only until the second stage of development. Meanwhile, they are to be isolated from new residential buildings by green belts. Shopping centres are provided at York and Queen Streets and at the proposed junction of York and Cannon Streets.

Implementation:

The following are the provisions of the National Housing Act enabling municipalities to redevelop blighted residential areas:

National Housing Act:

Slum areas. 12. (1) In order to assist in the clearance, replanning, rehabilitation and modernization of slum areas or blighted or sub-standard areas in any municipality, the Minister, with the approval of the Governor in Council, may take grants to a municipality in order to assist in defraying the cost to such municipality of acquiring and clearing, whether



MODEL REDEVELOPMENT PROJECT NO.3

by condemnation proceedings or otherwise, an area of land suitable as a location for a low cost or moderate cost rental housing project.

Grant in aid of clearance (2) A grant shall be made under this section if:

(a) the land is acquired and cleared and is to be developed in accordance or in harmony with an official community plan, satisfactory to the Minister;

(b) the land is sold by the municipality to a limited-dividend housing corporation or a life insurance company which has agreed to construct thereon a rental housing project under the provisions of section nine or section eleven, respectively, of this Act, at a price which in the opinion of the Minister will enable the family housing units to be provided by the rental housing project to be leased to tenants on a fair and reasonable basis; and

(c) the acquisition and clearing of the land by the municipality have been approved by the government of the province concerned.

Amount of grant (3) No grant made under this section shall exceed one half of the amount by which the cost of acquisition and clearance of the land, including cost of condemnation proceedings, if any, exceeds the cost at which the land so acquired and cleared is sold to a limited-dividend housing corporation or an insurance company for the purpose of constructing thereon a rental housing project, and no grant shall be made under this section unless the remainder of the excess is borne by the municipality or jointly by the municipality and the government of the province in which the municipality is situated.

Grant out of Consolidated Revenue Fund. Aggregate not to exceed \$20,000,000 Regulations.

(4) A grant under this section shall be paid out of any unappropriated moneys in the Consolidated Revenue Fund, but the aggregate amount thereof shall not exceed twenty million dollars.

(5) The Governor in Council, on the recommendation of the Minister, may make regulations determining the manner in which costs are to be determined for the purposes of this section, and providing for such other matters as may be deemed necessary and desirable for the carrying out of the purposes or provisions of this section.

Loans and guarantees not exceeding \$50,000,000 out of Consolidated Revenue Fund

13. The Minister may make loans under this Part and make payments under any guarantee under this Part not exceeding in the aggregate fifty million dollars out of unappropriated moneys in the Consolidated Revenue Fund.

Proposed Residential Areas on Vacant Land:

1) Within the City:

It is proposed that 154 acres of vacant land in the districts of Westdale, West Hamilton, Mountain Top and East Hamilton be designated for residential use. (plate 14)

2) In the Adjacent Townships:

It is proposed in section "Future Area of the City" of this report that the city annex a total of 3,150 acres in the Townships of Ancaster, Barton and Saltfleet. The acreage available for future residential uses in the annexation area is about 2,500, to house 40,000 additional people on a density of 16 people per acre.

Ancaster Township - A total area of 152 acres is to be annexed of which approximately 10 acres are already used for residential purposes and 142 acres are vacant land.

Barton Township - A total area of 950 acres of which 90 acres are already used for residential purposes and 860 acres are vacant land.

Saltfleet Township - A total of 2,048 acres of which about 111 acres are already used for residential purposes, 304 acres will be required by the proposed Red Hill Ravine parkway, 200 acres will be required for the civic airport and its extension, and 1544 acres will be vacant land available for residential developments.

IV MASTER PLAN PROPOSALS

6. USE OF LAND FOR RECREATIONAL PURPOSES

Recommendation:

It is proposed to designate and acquire:

1) Park Land for Existing Residential Areas: (plate 9)

69 acres of land bounded by Barton, Ottawa Streets, CNR line and Kenilworth Ave. for the purpose of a permanent green buffer and park for the residential area bounded by Roxborough, the T. H. & B. north-south bound spur line; the CNR line and Strathearne Ave.

About 17,000 people live in this area with no park facilities of $\frac{1}{2}$ mile walking distance and adjacent to the densest present and future industrial area and to the most travelled railway lines. The land above mentioned is a race track and while it attracts large numbers of people at certain times of the year, it also causes concentration of large numbers of cars. This adds to the traffic congestion in the evening rush hour on racing days.

2) Parks for Future Residential Areas: (plates 9 and 14)

It is proposed to designate and acquire 45 acres of land in the south east section of the Mountain bounded by East 35th Street, Queensdale, Gage and Fennell Aves. The land is at present situated outside the city limits and in the centre of vacant land in anticipation of large scale residential development. This area is already proposed for annexation.

3) Green Belt Park System:

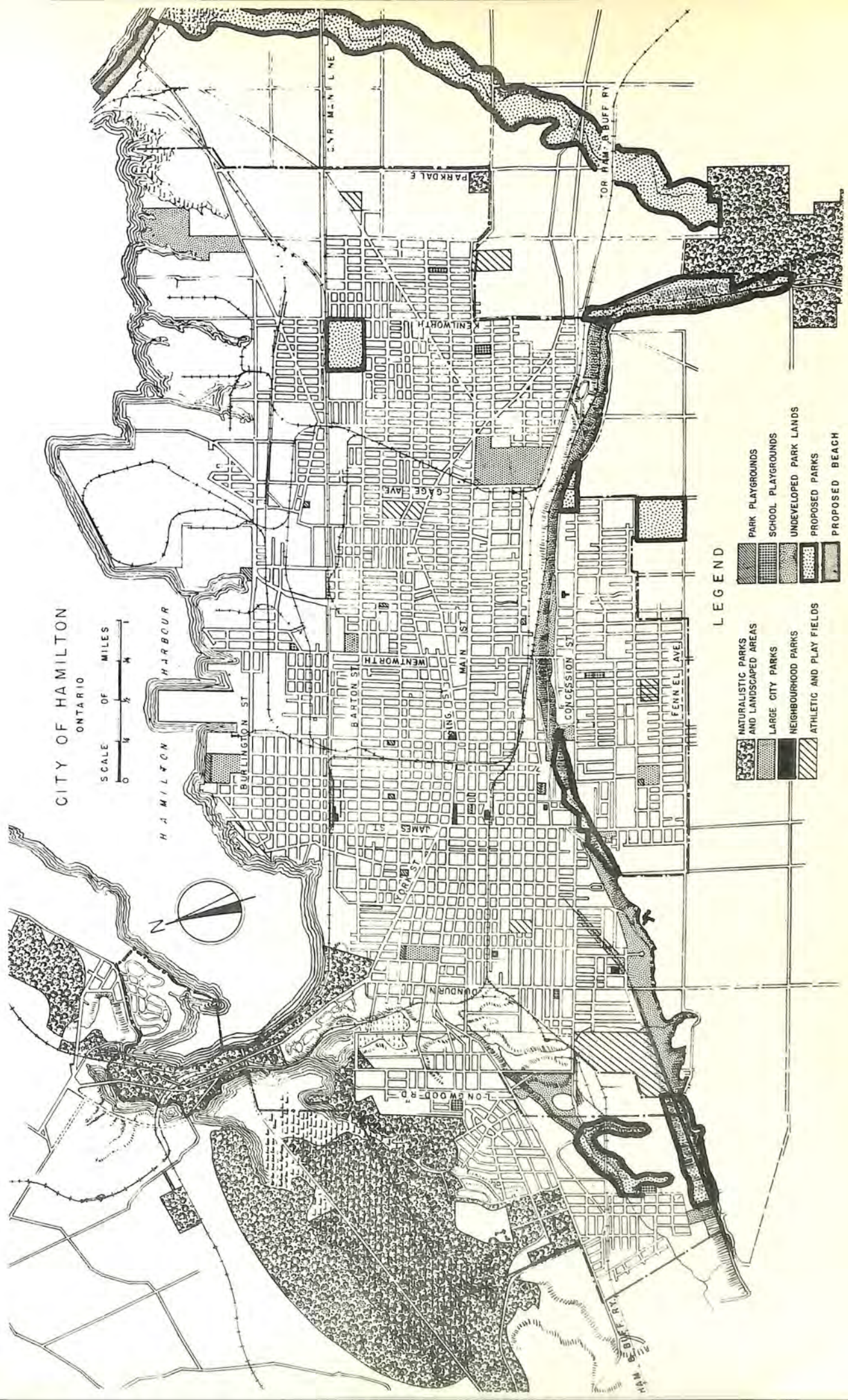
It is proposed to designate and acquire the following privately owned land for the junction with already publicly owned natural parks:

(a) approximately 304 acres of the Red Hill Ravine from the Bay to King's Forest Park

(b) approximately 35 acres of Chedoke Valley south west of Ainslie Wood. This area could be used as local park and also for the residential area of the south west section of the city

(c) approximately 173 acres of privately owned land on the Escarpment to join with the already publicly owned land.

The acquisition of these natural park lands joining the already publicly owned land under the jurisdiction of the Parks Board would provide Hamilton with a green belt system that will be outstanding within cities of this Continent. It will also create a natural barrier between densely built up areas and future developments.



Bathing Beach Development: (Plate 10)

It is proposed to develop the city owned Van Wagener Beach land with swimming pool facilities and as an amusement park.

A. Summer Recreational Needs

One of the recreational problems in Hamilton that calls for urgent solution, is the provision of outdoor bathing facilities. A Metropolitan Area of about 200,000 people requires such services on a well organized scale possibly on a beach, with all the conveniences for play, sport, entertainment, parking and catering. In this case, bathing and swimming facilities must be secured in a protected location for a long season and for periods when the lake water temperature is not favourable.

B. Requirements for a Public Beach Area

Factors to be considered in the selection of a site for large cities are:

Location - Possible on waterfront with sandy shore, suitable for free swimming and also for the building of a swimming pool.

Vehicular Access - It should be readily accessible from all parts of the City, by mass transportation means, of about 20 - 30 minutes travelling from the centre (maximum).

Capacity Required - According to the National Recreation Association, U.S.A., beach area could attract 2-3% of the total population or about 3600 to 5400 people at one time. The total attraction of all the facilities, bathing, catering and entertainment service, should be estimated at 7000 to 10,000 people in a period of 12 hours a day in the high summer season.

Types of Recreational Facilities - To make such an enterprise economically sound, both active and passive recreational facilities should be provided for adults and children.

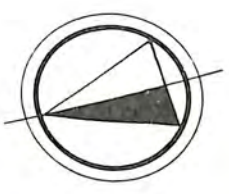
Size and Shape of Site - The minimum size to satisfy the objectives and capacity mentioned, is 8 to 10 acres. A minimum of 1500 feet shore line and a depth of land at least 200 to 300 feet is required.

Public Utilities - Drinking water and sewage service is imperative.

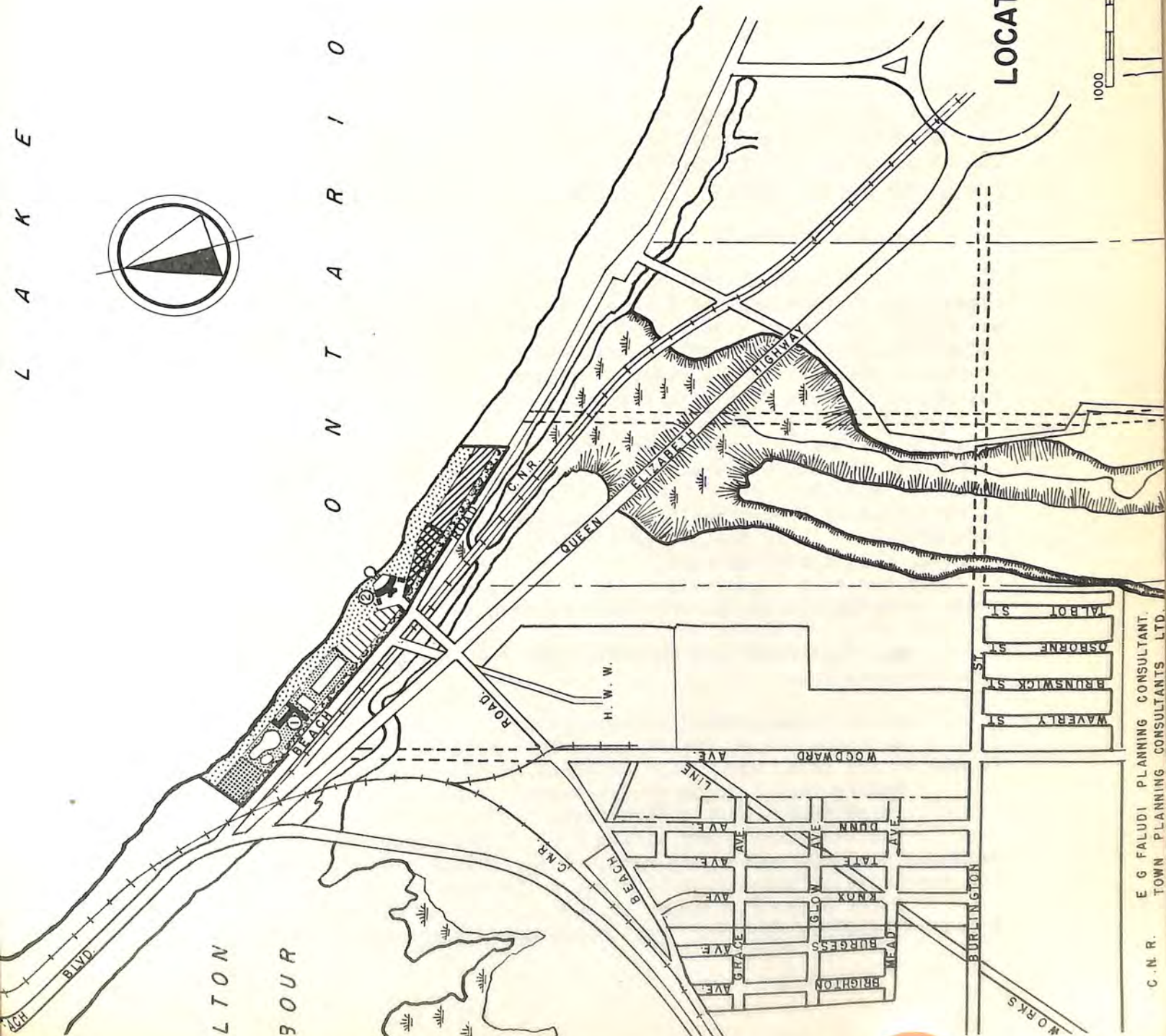
Parking Space - For a minimum of 200 cars is required.

C. Available Site

Considering all these requirements, no suitable site is available on the Bay Front within the City Limits, because the water there is polluted. The nearest area available is north-east, outside the City Limits in the Township of Saltfleet. The land is owned by the City of Hamilton under the name of Van Wagener Beach. It is already used for bathing but with no adequate and organized services for the masses.



O N T A R I O

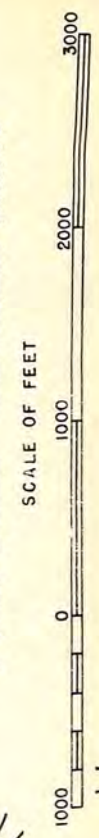


LEGEND

- PROPOSED SANDY BEACH AREA
- PROPOSED CHILDREN'S PLAY AREA
- PROPOSED OUTDOOR POOL AREA
- PROPOSED PARKING AREA
- PROPOSED PARKING OR CONCESSIONS AREA
- PROPOSED CONCESSIONS AREA
- PROPOSED GREEN BELT

- ① PROPOSED BEACH HOUSE
- ② PROPOSED RESTAURANT

CITY OF HAMILTON
LOCATION OF VAN WAGENER'S BEACH
PROPOSED DEVELOPMENT



Characteristics:

Location - A continuation of Burlington Beach in the direction of South-East. The boundaries are: on the north - private properties built up with cottages; on the west - Beach Road; on the south - private properties built up with cottages; on the east - Lake Ontario.

Area - Dimensions - The total area is 25.7 acres. Length of the shore line is 3200 feet. Width of the usable beach area is 350 feet.

Approach - From the City Hall it is about 5 miles air distance and 6.3 miles travelling distance. The access to the Beach Area is on Beach Road, and it can be approached by east and north bound street.

Transportation - Route is Burlington Beach Bus from the major streets.

Existing Structures - On the north end there are two ponds 500 feet long and 100 feet wide; 2 valve houses, 6 feet and 12 feet high; 4 refreshment booths; 1 bath house; life guard cabin; along Beach Road hydro poles, distanced at 300 feet. Two intake pipes are laid on the east half of the area.

D. Plan and Proposals

The plan submitted here provides a variety of summer recreational opportunities for both adults and children. Its main objective is to create an attractive beach area which can be self supporting or even revenue producing for either private or public enterprise. In order to satisfy these objectives, the plan indicates four main features:

- a. On the west - outdoor pool area for swimming and wading, with accessory buildings and play areas for children and rest areas for adults.
- b. In the centre - open beach area with restaurant, and bath house for those who prefer the lake for swimming.
- c. Parking space for cars.
- d. On the east - amusement park to be concessioned as a whole or in individual parcels on a planned pattern.

The dimensions and characteristics of the proposed main features are:

- a. Outdoor Swimming Pool Area contains
 - Children's Play Ground - 300 feet by 250 feet or 75,000 square feet, with play equipment.
 - Wading Pool - 25,00 square feet.
 - Spray Pool - 4000 square feet.
 - Adults Swimming and Diving Pools - The dimensions are: Swimming pool 300 feet by 75 feet, (Toronto Sunnyside pool is the same size); Diving Pool 120 feet by 75 feet.
 - Beach House - of about 13,500 square feet containing dressing cubicles, lockers, rest rooms and a refreshment bar.

Parking Space - for about 14 cars. Additional parking space for about 210 cars is available in the central parking area.

Shore Area - 1400 feet by 100 feet.

b. Open Beach Area contains

Beach - of 1800 feet length and 100 feet width.

Beach Houses - 2 beach houses of 100 feet by 25 feet each for lockers.

Restaurant and Pavilion for dancing.

c. Parking Area

On the west - accommodating 130 cars; on the east - accommodating 80 cars, (alternative also for concessions).

d. Amusement Park

Of 700 feet length and 80 feet width.

E. Implementation of the Plan

The whole project should be developed and controlled by a Commission under the Property and License Committee. The Commission could lease parts of the Beach Area to private organizations which should undertake the financing and operating of individual structures.

The open pool area, public parking space and the beach shore, should be developed and operated by the Commission itself. The capital investment required should be paid directly by the City or the Commission should issue debentures guaranteed by the City.

The revenue of the Commission should derive from admission fees to the open pool area and from leases and rents of land for concessions. It can be assumed that these revenues will cover operating costs, and payment of interest and capital investment obligations. The individual buildings such as the beach bath house, restaurant, dance pavilion and concessions booths, should be built by private operators themselves.

To secure a pleasant and harmonious development of the whole beach area the plans and structures to be provided by private operators should be prepared and controlled by the Commission.

Problems and Needs for Recreational Areas:

1) In Existing Residential Areas:

Although Hamilton has a large area of parks and an adequate total park acreage for the present population, the distribution of the park land is such that some neighbourhoods have not park lands for passive recreation. Unfortunately, the city is almost completely built up so that in most residential neighbourhoods, buildings would have to be demolished in order to obtain park lands. In blighted residential areas which are to be redeveloped, the provision of parks should be

part of the rehabilitation scheme.

2) In Future Residential Areas:

For the future population which is to be placed on residential areas inside and outside the present city limits, park land should be designated before large scale development will occur.

3) For the Whole City:

The city and its environs have certain natural features which if preserved and developed would serve the population of the city as a whole for generations to come. The Parks Board has made outstanding use of many of these features, but little attention has yet been given to Red Hill Ravine, to the Chedoke Valley as a whole, or to the recreational possibilities of Van Wagener Beach.

Existing Conditions:

Park areas developed or undeveloped aggregate 3,231 acres, of which 1,284 acres are within the city limits and 1,947 are principally large parks outside the city limits. For the 1945 population of approximately 175,000 people there was a total park land of 11 acres per 1,000 people, an extraordinarily high proportion.

Most of the residential areas are within a quarter of a mile of either supervised or unsupervised playgrounds. About 280 acres of the total park area are developed for active sports and games.

The Parks in Hamilton fall into the following classifications:

Large Parks: There are four large parks outside the boundary of the city and four parks over fifty acres within the city limits.

Neighbourhood Parks: There are 19 smaller parks located throughout the city ranging in size from 3 to 5 acres.

Playgrounds: There are 12 playgrounds and 8 school playgrounds under the Playgrounds Commission.

Athletic Fields: The civic stadium is the major sports centre for the City. There are 6 smaller athletic fields ranging from 10 to 26 acres and facilities for games on other parks.

Natural Parks: Of the natural features of the city and its environs, the major part of the Escarpment, parts of Chedoke Valley, the Dundas Valley and some beach land at the foot of Bay Street can be considered as effective recreational areas.

IV MASTER PLAN PROPOSALS

7. FUTURE SCHOOL SITES

Recommendation:

Outside the City Boundary:

It is proposed that the Hamilton Planning Area Board (to be appointed in the near future) in co-operation with the adjacent municipalities designate and request land subdividers to set aside portions of their surveys for schools and playgrounds. Such portions should be acquired by the proper School Boards when residential development is effectively in need of the school sites.

In the areas that are proposed for annexation, the requirements for school sites are as follows:

Township	Area of Suitable Vacant Land for Residential Purpos- es in Acres	Antici- pated School Popula- tion	No. of Public Schools Requi- red	No. of High or Other Schools Required	Area of School Sites Required In Acres
Ancaster	142	400	1	-	5
Barton	860	2700	3	1	20
Saltfleet	<u>1544</u>	<u>4900</u>	<u>4</u>	<u>1</u>	<u>25</u>
Total:	2546	8000	8	2	50

Existing Conditions:

In 1945 Hamilton had the following educational institutions:

30 Public Schools, 20 Separate Schools, 3 High Schools, 1 Separate High School, 2 Commercial High Schools, 2 Technical Schools, 3 Business Colleges, 3 Private Schools, 1 Normal School, Ontario Teacher's College, McMaster University.

The enrolment in Hamilton Schools in 1945 was:

Collegiates	2,483	Commerce	1,238
Technical	3,096	Public	18,861

Separate school enrolment was 15.6% of the total school enrolment.

Public Schools should have a service radius of not more than $\frac{1}{2}$ mile. According to this standard, all residential districts in Hamilton are amply served by public schools with the exception of Westdale and the north east section of the Mountain Top.

Future School Sites Already Approved:

The Board of Education has already approved the building of two new schools to serve these areas:

- a. On the site bounded by Main, Dalewood, Arnold and Haddon
- b. On a site between Queensdale and Inverness.

A high school will be needed to serve the future population of the Mountain. The proposed location is the site bounded by Fennell, Wentworth, Brucedale, and East Twenty-First.

IV MASTER PLAN PROPOSALS

8. ZONING BY-LAW

Proposals:

It is proposed that the City adopt a zoning by-law to regulate the use of all land within the city limits.

(This zoning by-law is now under preparation by the Zoning Sub-Committee of the City Planning Committee. The base material for it was prepared simultaneously and in accordance with the Master Plan.)

Existing Conditions and Problems:

The largely haphazard growth of Hamilton resulting from the uncontrolled use of the land has given rise to a number of problems.

The invasion of residential areas by commerce and industry and the lack of regulation of the type of residence to be built in a given area has resulted in the decline of residential areas and instability of property values.

Neighbourhood shops are scattered in residential and industrial areas or strung out along the major streets with the result that they are not located in the best possible places either for business purposes or for the residential population. The central commercial area is congested and provision is needed for its orderly expansion.

It often occurs that land most suitable for industrial development is taken up with other uses which would be more advantageously located elsewhere. There is no separation of the different types of industrial land use according to the facilities required.

Green areas and open spaces have not always been provided for and their later acquisition from private owners is costly.

The lack of overall regulations for land coverage, lot size, and the height of buildings has contributed to the formation of high density areas with unfavourable conditions for living and working.

The insufficient regulation of the use of signs and billboards allows the disfigurement of the districts in which they appear.

The unregulated use of the land also gives rise to the possibilities of institutions or obnoxious land uses such as dumps being unfavourably located with reference to the adjacent land use.

At the present time there are a number of by-laws restricting the use of land in certain areas. These by-laws were built up through the demands of citizens who wished to preserve the quality of the residential areas in which they lived.

Hamilton needs a comprehensive zoning by-law which will control the use and guide the development of all land within the city limits.

Proposed Zoning By-law:

The proposed zoning by-law divides the city into the following use districts: five types of residential districts distinguished by the required density of population and type of dwellings and other permissible uses in the district; two types of commercial districts, one for retail business and one for small trades and storage; heavy and light industrial use districts; and green areas.

Provisions concerning non-conforming uses provide for the gradual dying-out of existing uses which do not conform to the designated use of the district.

Exceptions to height, yard, and lot coverage regulations are provided for as well as the conversion of single family houses to multiple dwellings where economic conditions require it.

The regulations of the zoning by-law require loading space for new buildings where loading will take place and the provision of off-street parking space for all future places of assembly and for business premises with large numbers of employees.

Implementation:

Zoning powers are granted to municipalities under the Ontario Municipal Act. A Committee of Adjustment for Zoning Appeals will be provided in the amendments of the Planning Act during the present Legislature.

The Council may adopt the proposed Zoning By-law by a vote of the majority of all the members.

IV MASTER PLAN PROPOSALS

9. MAJOR STREET PLAN

Summary of Proposals: (see details under "Description of Proposals")

To improve the traffic circulation by:

- a. the provision of adequate highway connections
- b. " " " by-pass routes avoiding the central business area and congested industrial sections
- c. the provision of regulations for traffic separation
- d. the replacing of level crossings with grade separations on major traffic arteries
- e. the restriction of heavy transport traffic
- f. the provision of parking facilities
- g. the provision of safe and efficient access to the Mountain area
- h. the improvement of the Harbour area street system according to the Harbour Commission's proposals.

Problems of the Major Street Plan:

(The Existing Conditions have been discussed in detail in the "Report on Existing Conditions prepared as Base Material for Planning", January 1945.

Difficulties of traffic circulation on the major street system of Hamilton are among the most urgent problems facing the city to-day. These problems are:

1) Many major streets and thoroughfares are inadequate in width to carry the necessary volume of traffic. Consequently traffic overflows onto minor access roads or residential streets resulting in increased costs of maintenance and traffic control and the deterioration of residential neighbourhoods. Major streets and thoroughfares inadequate in width are: Barton, James, York, Beach Road, Main from Queen to Paradise, and Burlington.

2) All traffic routes are used by heavy transport vehicles as well as passenger vehicles. The wear and tear of transport on traffic streets makes necessary heavier surfacing and increased maintenance, and commercial transport vehicles are an impediment to traffic flow.

3) The railway pattern of Hamilton bears a relationship to the major street plan. There are one or more level crossings on almost every traffic artery. These are hazards as well as impediments to traffic.

4) There is a lack of efficient east-west thoroughfares by-passing the central commercial area. Existing highway routes channel traffic directly in the commercial centre contributing to the acute traffic congestion there and preventing the free

flow of through traffic bound for other sections of the city.

5) Traffic into and within the central commercial area is congested, especially at the intersection of York, King, King William and James Streets. Inadequate street widths, the York, King, King William traffic jogs, inefficient access to the city market, and the lack of off-street parking facilities contribute to problems which have their origin in the magnetic attraction for traffic exerted by the commercial centre.

6) There is a lack of efficient connections between industrial concentration north of Barton Street and the north-west and north-east highway routes.

7) The western residential areas do not have efficient access to the rest of the city because of the bottleneck on Main Street.

8) The Mountain area is in great need of better connection with the city.

9) The south-west entrance to the city from highway No. 2 is inadequate, and there is no direct connection between Main Street, which is a highway route, to Highways No. 20 and the Queen Elizabeth east and north-east of the city.

Objectives:

a. To secure for Hamilton a street system which will make possible safe and efficient traffic circulation and distribution between industrial, residential, and commercial sections of the city.

b. To improve the connections of the city with inter-regional highway routes.

Basic Assumptions:

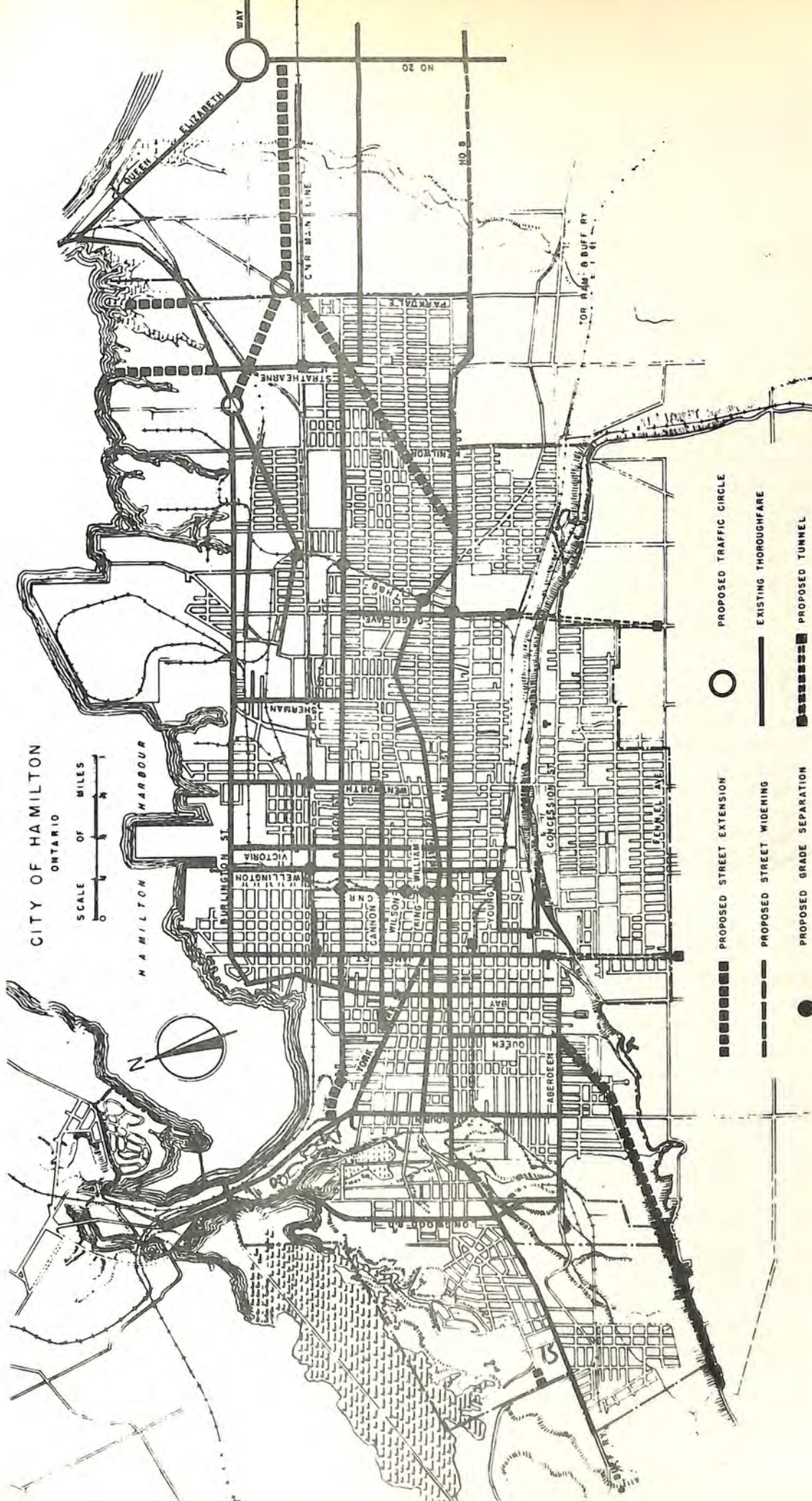
1) It is assumed that by 1950, 50 - 60% more vehicles will move on the present streets than in 1939.

2) The street system in its present condition cannot take care of more traffic than that of 1939.

3) No new major through traffic streets can be built within the present street system without disruption of existing residential and industrial developments and without costly expropriation of properties. This cannot be done under the present economic conditions of the Municipal taxation system.

4) Neither Provincial nor Dominion Government contribution can be expected for expropriation of land and buildings for new roads within the city limits, if they do not serve inter-provincial or national purposes.

5) Underlying causes of traffic problems include the concentration of industry on the Bay, the off-centre location of the central commercial area, the network of railway lines, the



MAJOR STREET PLAN

exceptional length of the City as compared to its width, and topographical features such as the mountain. These are permanent features of Hamilton and cannot radically be altered. Improvements of the major street system will certainly create a certain adjustment of traffic flow to them.

Proposals for Highways and Street Extensions: (Plate 11)

- 1) To construct a new south-west entrance to the city from No. 2 Highway along the abandoned electric railway right-of-way at the foot of the escarpment to the intersection of Queen and Aberdeen Streets.
- 2) To extend King Street west to the eastern continuation of the main street of Dundas, to provide ready access from the west to the western residential area.
- 3) To extend Strathearne Ave. north of Beach Road to serve the proposed industrial sites and docks in the new harbour area.
- 4) To extend Parkdale Ave. north of Beach Road for the same purpose.
- 5) To construct a new easterly entrance to the city from No. 20 Highway south of the Stoney Creek traffic circle to the intersection of Burlington Street and Beach Road to provide rapid ingress to the north east industrial area.
- 6) To convert No. 8 highway between Parkdale Ave. and No. 20 Highway, into a four lane divided highway to provide rapid egress from the central area to the south-east.
- 7) To construct a new road on the water main right-of-way from the intersection of Main and Ottawa Streets and connecting with proposal 5 east of Parkdale St. to provide rapid egress to the east from the central business area.
- 8) To connect the Mountain Area to the city by tunnels from James and Gage Ave. to Fennell Ave. These tunnels would also provide access from the city to Highways No. 6 and 35 on the south.

Proposals for By-Pass Routes:

- 1) To connect Barton and York Streets via Locke, Tecumseh, and a new road to the north of Dundurn Park to provide rapid egress from the north west industrial area of the city.
- 2) To connect York and Cannon Streets to create a rapid east west artery by-passing the central commercial area. This would be done by providing two traffic lanes on Cannon between Hess and Caroline Streets and by opening a new cut off at the north west corner of York and Hess Streets; leaving a pedestrian island at that corner. (Plate 8)

Proposals for Street Widenings:

- 1) To widen Main Street between Queen and Paradise to improve communication between the western residential areas and the business centre of the city.
- 2) To widen York Street from 66' to 90' with a 70' pavement between Locke and McNab as the principal north west entrance to the city.
- 3) To widen James Street by 16' from Market Lane to York Street. (Plate 7)

- 4) To widen the Market Lane to create a 52' wide through street from James to the intersection of York and McNab. (Plate 7)
- 5) To widen Beach Road to 80' from Burlington St. to the eastern city limits as an access to the north east harbour area.

Proposals for Street Improvements:

- 1) To straighten the right of way on York Street between McNab and James. (Plate 7)
- 2) To create a 66' street between York and Merrick on the west side of the proposed market extension. (Plate 7)
- 3) To construct safety and traffic islands on James and York. (Plate 7)
- 4) To improve Burlington Street and the Harbour area road system as proposed by the Harbour Commission.
- 5) To improve existing roads to the Mountain Area.
- 6) To replace 14 level crossings on major streets by grade separations. (Plate 11)
- 7) To make King William Street a west to east route only and Rebecca Street an east to west route only, to facilitate traffic flow in the central area.
- 8) To restrict heavy transport vehicles to main thoroughfares. (Plate 11)

Proposals for Parking:

- 1) To erect a multi-storey municipal parking building on the south side of Merrick between James and McNab as set out in section IV, 4, page 43.
- 2) To establish regulations (in the Zoning By-law) for the provision of off-street parking space in all new recreational areas and places of assembly and off-street loading space for all new commercial or industrial establishments requiring loading operations.

IV MASTER PLAN PROPOSALS

10. TRANSIT

Recommendation:

To replace gradually the street car system on major traffic routes with the more flexible bus or trolley bus system. The fixed road bed impedes traffic on major streets already inadequate in width. The widening of streets for their full length such as Barton, King, Main, James, Kenilworth and Burlington is not economically feasible because of large invested interests.

Existing Conditions:

The present public transit system of Hamilton, operated by the Hamilton Hydro-Electric Company, consists of 4 street car and 10 bus lines comprising 35.7 route miles of which 11.5 miles are street car routes and 24.2 miles are bus routes.

Of the total number of passengers, about 50% are carried on the Belt-Line route and Burlington-Westdale street car routes.

All routes except feeder lines and crosstown (chiefly rush hour) routes lead directly from the downtown area to residential and industrial districts. Rotating clockwise around the point of King and James, seven of Hamilton's fourteen lines converge regularly on the central business district from eleven directions.

Problems, Proposals and Suggested Improvements:

1. The majority of the transit routes are on major streets which are inadequate in width to accommodate transit vehicles and increasing private motor traffic. The street cars, which move on a fixed road bed, are particularly offensive in increasing this difficulty. Street widening will alleviate conditions in some sections, but a more complete solution lies in the transition to the more flexible bus system which is already under way, and the removal of the street car tracks.

2. The convergence of transit routes upon the central commercial area creates transit congestion which contributes to and is a part of the general downtown traffic congestion. Major Street Plan proposals and the transition to the bus or trolley bus system will relieve congestion in the downtown area.

3. There are no streets south of Main suitable for mass transportation except Herkimer and Aberdeen, both of which are high class residential streets. At the present time there are both street car and bus lines on these streets. The removal of the street car lines would greatly improve the character of the street.

4. Rapid access to the Harbour and the industrial region from the Mountain via the transit system is particularly poor.

The means of better service rests with the solution of the general problem of access to the Mountain. (see Major Street Plan proposals)

5. Many of the streets used for mass transportation are not thoroughfares and the transit routes are interrupted by jogs and dead-ends. The fault lies with the major street system, which has not enough east-west thoroughfares.

6. Stinson Street on the Delaware bus route needs widening between Wellington and Emerald, there being only a 50' right of way in this section, and no more suitable southern routes.

7. Level crossings are major obstacles on the Belt line route. Grade separations proposed (see Major Street Plan proposals) will facilitate transit on this and other routes.

8. Some developed areas are not within $\frac{1}{4}$ mile of public transit facilities. Areas not adequately served in this respect include:

a. Industrial properties north of Burlington, about 1,200 workers must walk more than $\frac{1}{4}$ mile before reaching their place of employment. The extension of transit routes into the industrial properties would be desirable.

b. Scattered residential areas, chiefly north of the CNR, in the west, and on the Mountain top are not within $\frac{1}{4}$ mile of any service. These areas have a total population of about 6,000 - 8,000.

IV MASTER PLAN PROPOSALS

11. TRANSPORTATION

Railways:

1. The location of railway line and properties constitute one of the long-standing problems of land use in Hamilton.

2. Four lines enter the city from the west and north west: two CNR lines, a CPR line, and the T.H.&B. Four lines enter the city from the east and north east: three CNR lines and the T.H.&B. Within the city, the CNR tracks are north of Barton Street servicing the industrial areas. The CPR, T.H.&B. tracks are in the south of the city principally in residential districts.

3. Two spur lines traverse the city, one on Ferguson Ave., and one angling north-east from Gage to Ottawa, connecting the T.H.&B. with the CNR tracks and the industrial area. The result is an iron ring around the central part of the city which is a source of blight and results in 14 level crossings on major traffic streets.

4. There are two railway stations, directly north and south of the central commercial area, the CNR on Strachan between James and John and the T.H.&B. on Hunter between James and John.

5. The present railway facilities are adequate to meet the city's needs for freight and passenger transportation, with the marked exception of those serving the harbour area north of Burlington Street. The need for additional railway facilities on Burlington Street servicing undeveloped Harbour land has been already proposed by the Harbour Commission.

6. Since the shelving of the Tye-Cauchon Report, there has appeared little possibility of making basic changes in the railway pattern of the city. The developments of industries along the railway tracks in the south of the city has virtually frozen them in their present position. Consequently, the effects of their location on traffic circulation and on adjacent residential areas must be mitigated by grade separations and the gradual establishment of a green belt or buffer on either side of the railway right of way.

IV MASTER PLAN PROPOSALS

12. AIRPORT FACILITIES

Recommendation:

To acquire the Mount Hope airfield from the Federal Government as a major airport for scheduled flights, to extend its area, to improve its facilities and protect it by the zoning of the adjacent land. (Plate 2)

To designate the Municipal Airport as a minor port for non-scheduled flights, extend its area, improve its facilities and protect it by zoning the adjacent land. (Plate 14)

To designate 47 acres for helicopter landing fields: 4 acres in the central section of the city, 25 acres to the west of the city, and 18 acres in the north east of the city. (Plate 14)

Problems and Needs:

The importance of Hamilton in the national economy as an industrial city with a metropolitan population of 200,000 at the present and 270,000 expected in the next thirty years, requires the consideration of airport facilities for the future.

While Hamilton is not on the international or trans-continental air routes, the need for connection with these cannot be denied much longer. It is expected that feeder and inter-city air routes will be developed including:

- a. Hamilton-Toronto for direct connection with international and continental air routes.
- b. Hamilton-Brantford-Galt-Guelph.
- c. Hamilton-Lake Erie Region.
- d. Hamilton-Lake Huron Region.

For the increased air transportation Hamilton will need facilities of the following types:

- 1) Major Airport: to accommodate scheduled air transportation with runways at least 5000 feet in length for handling passengers, mail and freight.
- 2) Secondary Airport: to serve the non-scheduled operations such as planes of business firms, larger private planes and rental service. Runways of 1800 to 2500 feet in length are needed.
- 3) Helicopter Landing Fields: the possible development of the helicopter for private and business uses requires the most serious consideration for the location of areas for landing fields serving commercial, industrial and residential areas.

Existing Airport Facilities:

1. Mount Hope Airport

a. Classification: major airport (owned by the Department of National Defence to be transferred to the Department of Transport with a recommendation that it be turned over to the City of Hamilton).

b. Distance from the Centre of the City: $8\frac{1}{2}$ travelling miles from the King and James Street intersection, in the Township of Glanford.

c. Area: 436 acres.

d. Existing Paved Runways 3,100 feet: Their extension to 3,500 feet and 4,400 feet on the same property is possible and their extension, on properties to be acquired, to 5,000 feet may in time prove necessary. The flight strips are so arranged as to be within 32 degrees of all possible wind direction and 23 degrees of 90% of all wind direction.

e. Buildings: The buildings are adequate for administration and personnel, weather bureau, facilities for servicing and storing aircraft and lighting for night landing.

f. Physical Obstructions: At present there are no tall physical obstructions in the airport vicinity, but zoning of the adjacent area should not be too long delayed. The need for protection of flight approaches to the airports through zoning is one of the considerations to be taken into account in the development of the "Planning Area".

g. Disadvantages: It lacks rapid access routes to the downtown area of Hamilton.

h. Possible Future Use: It is suitable for scheduled commercial air transport (passenger, mail and freight) and could accommodate all types of planes which may be expected to use Hamilton ports in the future.

2. Municipal Airport

a. Classification: minor airport (Class 1 or lowest category airport recognized by U.S.A. standards) owned by the city of Hamilton.

b. Distance from the Centre of the City: $4\frac{1}{2}$ miles from the King and James Street intersection, in the Township of Saltfleet.

c. Area: 180 acres.

d. Existing Paved Runways: The airport's 2,100 foot improved landing strip is of doubtful quality and its extension to 2,500 feet is desirable. An asphalt taxi area 900 feet in length is provided.

e. Buildings: Plane accommodation is small.

f. Disadvantages:

1) Physical obstructions such as tall brick buildings in the south-west and north-east corners of the field as well as radio antennae and smoke stacks are in the vicinity.

2) The trend for residential developments in the adjacent area calls for the zoning of the surrounding land and for the protection of the airport against the building of obstructive structures.

g. Possible Future Use: The Municipal Airport may be used by smaller non-scheduled commercial planes, private planes, and for the primary training of pilots.

Proposals:

Consideration of cost would not allow the elimination of the two existing airports and the acquisition of land and facilities for new airports. Despite the disadvantages mentioned above, the existing airports could satisfy future needs both for scheduled and non-scheduled air traffic, if improvements were made according to recognized standards. The selection and reservation of land for future helicopter landing fields is required now in order to avoid high cost for their later acquisition. It is therefore proposed:

1. Major Airport

- a. To extend the existing flightways to at least 7,000 feet and the runways to 5,000 feet.
 - b. To equip the airport with modern facilities for handling expected air transportation.
 - c. The flight area in south-east, south-west, north-east and north-west directions should be zoned at a 40:1 ratio from the ends of these runways. Reservations should be made for the acquisition of the land for the extension of the runways.
- The zoning of the area will need the consent of the Township of Glanford.

2. Minor Airport

- a. To extend and improve existing runways. Minimum runway requirement on the Municipal Airport is 1,850 feet for each strip.
 - b. To equip the airport with modern facilities for handling expected air transportation.
 - c. To zone flightways 1,100 feet wide from the ends of the existing runways, zoning to be based on a 20:1 ratio from within 300 feet of the present runways.
- The municipal airport is in the proposed annexation area and consequently the necessary zoning would be within the power of the city.

3. Helicopter Landing Fields

- a. To designate land in the central section of the City within walking distance of the commercial and industrial districts in the area bounded by Cannon, Bay, Mulberry and Park. It is approximately four acres, and is at present partly used by obsolete buildings. In the period before the anticipated helicopter traffic development, it can be used as a park.
- b. To designate land to the west of the City. The proposed area is bounded by the base of the Mountain, Ancaster Highway, the T.H.&B., the city limits. It is approximately 25 acres. The zoning of this area needs the consent of the Township of Ancaster.
- c. To designate 18 acres bounded by Barton, Ottawa, the CNR., and the westerly limit of the proposed park on the present Jockey Club property.

IV MASTER PLAN PROPOSALS

13. CIVIC CENTRE

Recommendation:

It is proposed that the site of a new City Hall be located on the block bounded by Jackson, Main, John and Catharine, fronting the Court House; and that the present building be demolished to allow for improvements in the street pattern and for a modern commercial development.

Existing Conditions and Problems:

The present City Hall is located in the core of the central commercial area, at the north-west corner of the intersection of James and York Streets, immediately south-east of and adjacent to the Hamilton City Market. To the north of the City Hall is the Market License building, a small commercial building, and the T. Eaton Co. building. The City Hall is separated from the above developments by a 40' lane which serves as access to the market from James and McNab Streets.

The City Hall, built in 1888, can no longer fulfill either the present or the future needs for efficient administration. The building is obsolete, and too small to accommodate the expanded functions of the civic administration. A number of municipal offices have had to locate elsewhere, to the inconvenience of both the taxpayer and the departments concerned.

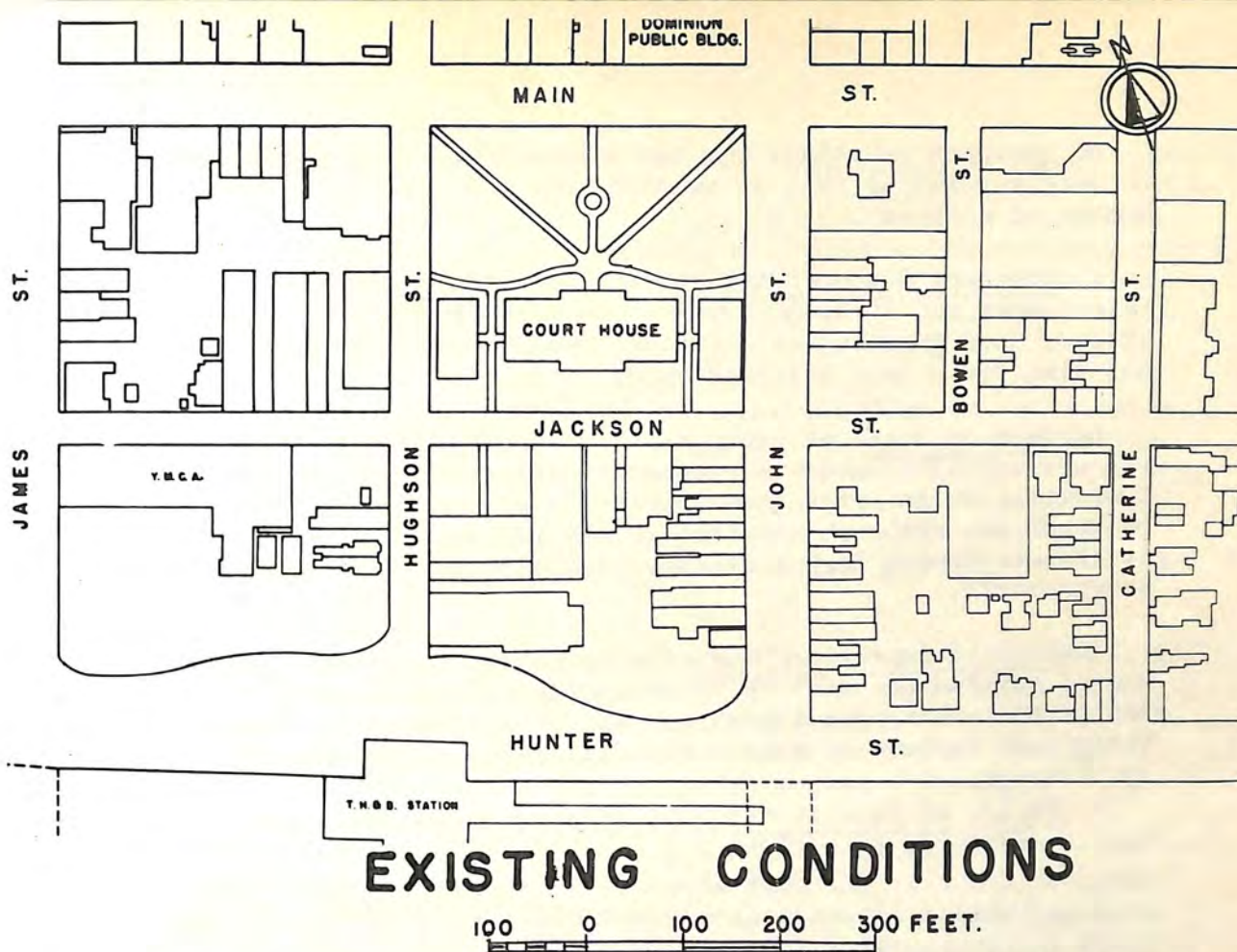
The existence of the City Hall on its present location is an obstacle to the improvement of the central commercial area and to the elimination of the most pressing traffic problem of the City. It occupies valuable commercial frontages which could be utilized for modern commercial buildings. It prevents the widening of the lane and of James Street, necessary for the free flow of traffic into the Market and at the James, York, King William intersection.

Requirements of a Site for a Centre of Civic Administration:

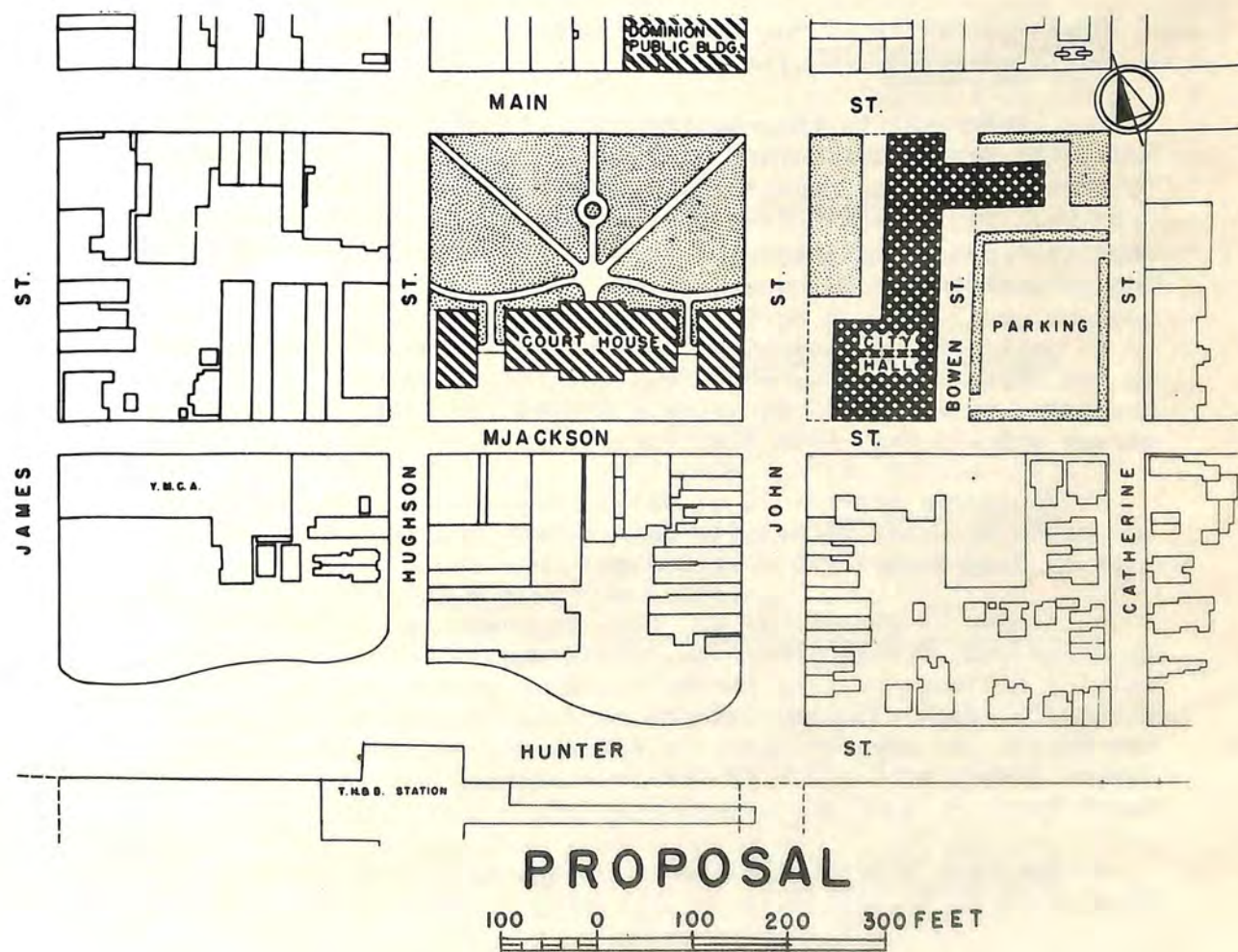
a. Centrality: The site should be central. Consequently, a location adjacent to the central commercial area, which is the focus of retail business, commerce and finance of the City, is desirable.

b. Vehicular Access: It should be readily accessible from all parts of the City. Much of the traffic generating in the residential areas moves towards the business area. An administrative centre adjacent to it would be easily reached via the principal thoroughfares.

c. Access by Street Car and Bus: A location in the vicinity of the central commercial area ensures adequate public transportation facilities.



EXISTING CONDITIONS



PROPOSAL

CIVIC CENTRE

d. Dominant Location: The administrative centre should be in such a position that it commands the attention of the largest number of citizens.

e. Size and Shape of the Site: The site should be of sufficient area and of such a size as to provide for parking facilities, open green spaces, and any possible extension of the building for a generation to come.

f. Cost of Site: An administrative centre is a permanent feature and will serve the community for a long period of time. Therefore, it is not a question of the cheapest site which can be acquired, although the cost is one controlling factor. It is obvious that a high price may prohibit the most satisfactory arrangements.

g. Cost of Improving Site: The civic centre requires an improved environment such as landscaped and ornamented grounds and paved parking facilities for cars. A site which facilitates such improvements at a reasonable cost is desirable.

h. Period of Time in Which to Acquire Site: It is possible that a desirable site might not be able to be acquired within the near future. The City should choose a site which can be acquired within a reasonable length of time, according to the plans and financial capacity of the City.

Characteristics of the Proposed Site For a Centre of Civic Administration: (Plate 12)

According to the requirements of the site for the City Hall, the most satisfactory area would be those blocks bounded by: Main, Catharine, Jackson and John Streets. The proposed City Hall would face Prince's Square on which nearly all the important public buildings front. It would satisfy the following requirements:

a. Centrality of Location: The proposed location is adjacent to the business centre, 1600 feet walking distance from the present City Hall. It is on Main Street 750 feet from James Street and 200 feet from King Street.

b. Vehicular Access: It is easily accessible from north and south by James Street via Main Street and from east and west by King Street via John Street.

c. Access by Street Car and Bus: Adjacent to the site on Main and John Streets there is bus service. Within 200 feet walking distance on King Street there is street car service. Within 750 feet walking distance on James Street there is bus and street car service. Within 600 feet walking distance on Hunter Street is the T.H.&B. railway station and also bus service.

d. Dominant Location: Situated on the main east-west traffic route in the City and in proximity to the Court House,

Registry Building, Federal Building and the Royal Connaught and Wentworth Arms Hotels, it is a site which a large number of citizens pass on foot or by public or private transportation. The new City Hall and the fine setting of Prince's Square would create a most interesting and attractive focus of administration. It would be a source of pride to the citizens of Hamilton, and the inhabitants of the County.

e. Size and Shape of Site: The size and shape of the site is satisfactory from all points of view. The site is a rectangle, 310 feet long, 300 feet wide, with a total of 93,000 square feet. It is 72,000 square feet larger than the present site and would give opportunity for parking areas and the extension of the building. It has the advantage of the open green space of Prince's Square.

f. Influence on Surrounding Property: A modern City Hall on this location would be an incentive for the improvement of all the frontages on James Street, Hughson Street, Catharine Street, and all the blighted buildings on Prince's Square. The architectural setting of the public buildings would be improved by such developments.

g. Cost of the Site: The sale of the site of the present City Hall would probably cover the cost of the acquisition of the new site. The assessed values of the new site are much lower than that of the old one.

h. Cost of Improving Site: Because of the topographical conditions of the site and the landscaping of Prince's Square, improvement and ornamentation of the site will be moderate.

i. Period of Time in Which the Site Can be Acquired: The acquisition of the property will not be very difficult as no residential properties are there and the present buildings are in a declining condition. It is assumed that in a term of five years the existing businesses could find new locations and the land could be purchased from the individual owners.

Implementation:

1) To designate the proposed site for the future use of public buildings.

2) To sell the site of the present city hall for the purpose of the erection of a business building.

3) To sell the market license building for the same purpose.

4) To acquire the proposed site with a portion of the revenue of the above mentioned sales.

5) To finance the building of a new city hall by long term debentures.

IV MASTER PLAN PROPOSALS

14. CULTURAL CENTRE

Recommendation:

- a. It is proposed that the areas covering 5.8 acres, bounded by Hunter, Park, Main and McNab Streets and by Hunter, Bay, Jackson and Parks Streets be designated for public buildings.
- b. It is proposed that a cultural centre be located on this site.

Existing Conditions and Problems:

Among the many cultural institutions and activities of Hamilton, the following features stand out as vital to the interests of the city as a whole:

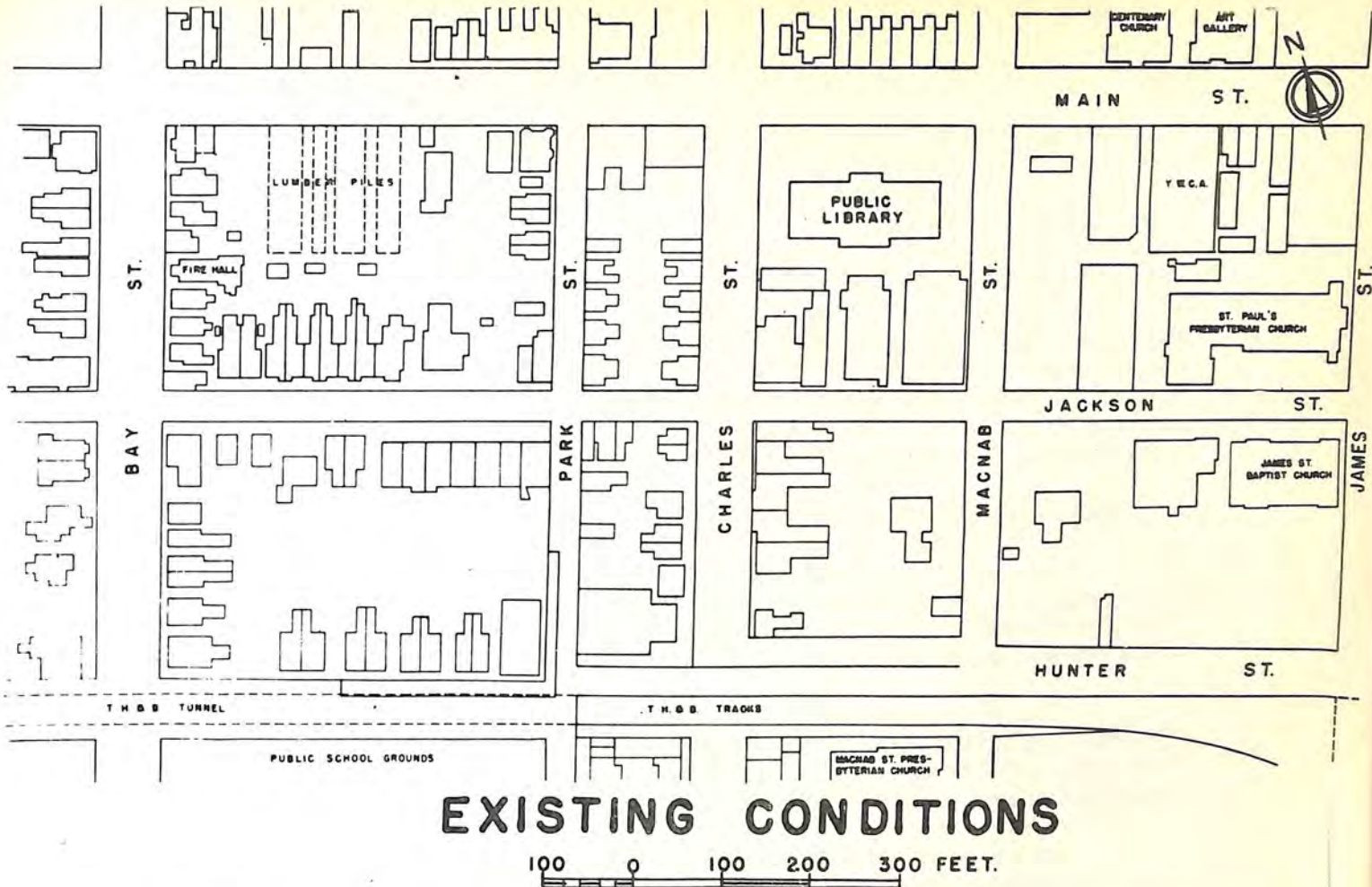
1) Public Library: The present library is a fine building centrally located on the south side of Main Street between Charles and McNab Streets. The position and character of the library makes it a possible nucleus for a cultural centre or a grouping of public buildings to accommodate the major cultural activities of the City. The need for the extension of the present library is imperative.

2) Art Gallery: The Hamilton Art Gallery is an obsolete building centrally located on the north side of Main Street between McNab and James Streets. While it is easily reached it is not suitably built for a gallery and is in bad repair. There is a need for a new art gallery of such a character and in such a setting as to be a focus of attention.

3) Auditorium: There is no civic building for concerts, meetings, lectures, and other cultural activities involving a large number of people. There is a pressing need for adequate accommodation for such functions.

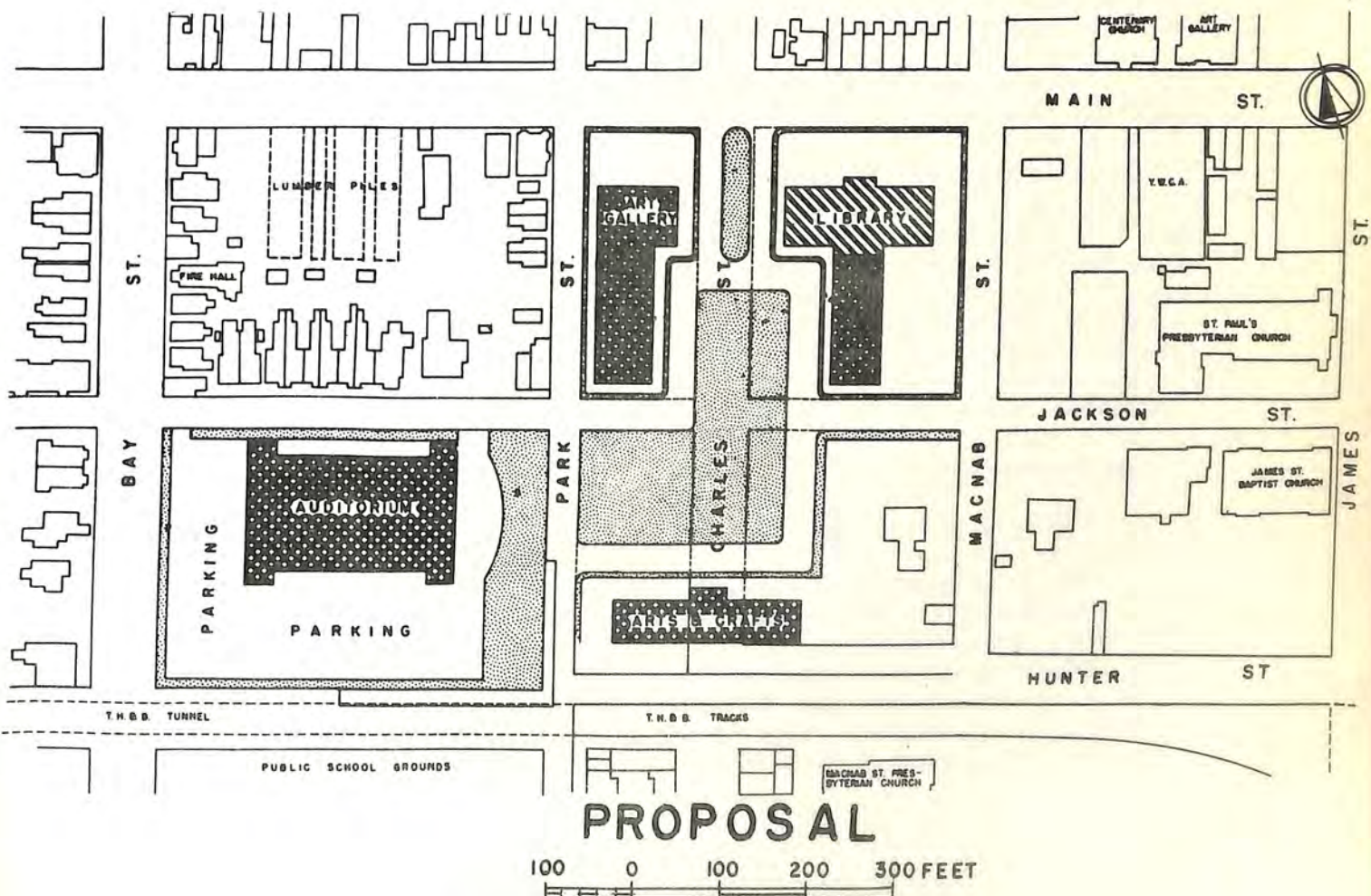
4) Adult Education: There is no central community centre where the manifold adult educational activities of Hamilton, including handicrafts, music, dramatics, and study and discussion groups can be carried on. There is a great need for such a centre which would accommodate and integrate the activities in this field.

Aside from the need for the establishment or extension of the separate buildings, it is desirable that these cultural functions be grouped together into a centre of cultural activities for the City. The proper location and grouping of these buildings will greatly stimulate and facilitate the separate functions and will assist in establishing and maintaining the cultural activities on a public paying basis.



EXISTING CONDITIONS

100 0 100 200 300 FEET.



PROPOSAL

100 0 100 200 300 FEET

CULTURAL CENTRE

Requirements for Location of a Cultural Centre:

The requirements of the site for a cultural centre are very similar to those for a centre of civic administration: the site should be central and easily accessible by public and private transportation means; the location and environment of the site should be such that the prestige of the institutions is enhanced; and the character of the site should be such that it lends itself to ornamentation and the provision of parking facilities. Of course, the practical consideration of the cost of desirable sites and the time it would take to acquire them, exercises a limiting influence on the choice of sites.

Proposals: (Plate 13)

The site indicated above contains four blocks bounded by Hunter, Park, Main and McNab Streets, which includes the Public Library, and the adjacent block bounded by Main, Bay, Jackson and Park Streets.

The four buildings proposed: the art gallery, auditorium, Institute for Adult Education and the extension of the public library are located around a decorative park dedicated as a war memorial.

The area required for the buildings and parking space and landscaped land is 207,420 square feet. The central park area is 49,350 square feet. Street area to be occupied by buildings or park is 29,300 square feet.

The choice of this site is indicated by the following existing features:

The existence of the Public Library building.

The size of the site, which enables adequate landscaping and ample parking space for all buildings proposed and the fact that it has direct access from three traffic streets, namely, Main, Park and McNab and it is adjacent to James St.

The substandard character of the residential buildings on the site justifies their removal.

The general location of the site with reference to transportation routes and to the central area of the City.

Implementation:

1) The city designates the site for the use of public buildings.

2) The city appoints a Cultural Commission for the purpose of providing public and private funds for the acquisition of the land, the erection and operation of the buildings in the best interests of the citizens.

3) The city assists the Commission in transferring to it the present art gallery property and all city owned land (streets) on the proposed site.

4) The city guarantees debentures of the Commission for financing of the acquisition of land and the erection of buildings.

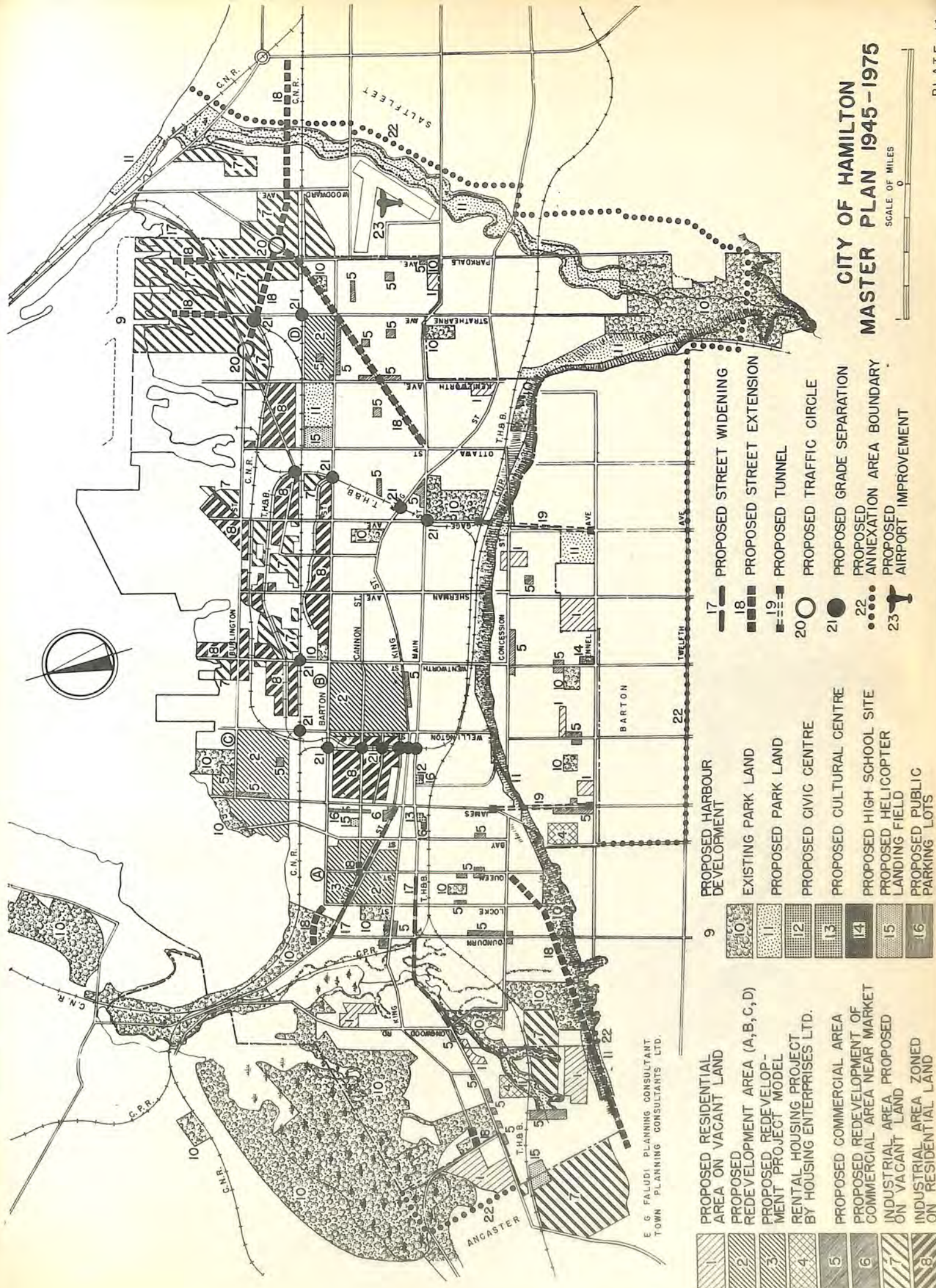
5) The Commission is authorized to accept private funds if so required.

6) The Commission may sell the present art gallery and use this revenue for acquisition of portions of the site.

V IMPLEMENTATION OF THE MASTER PLAN

Implementation:

- 1) Establish a City Planning Department.
- 2) Make application to the Minister of Planning and Development for the establishment of the subsidiary planning area, planning area and planning board as indicated in the Planning Act, section 2, (1), (2), (3), section 3, 4.
- 3) Designate by by-law the urban development area as indicated in the Planning Act, section 23, (1), (2).
- 4) Adopt the Zoning By-law and the Master Plan and submit them to the Minister for approval as indicated in the Planning Act, section 8, 9 and 10.
- 5) Carry out from year to year the land acquisition and public works program of the official plan (Master Plan) as the normal yearly budget can afford it.
- 6) Submit for the approval of the citizens in 6 year periods, those items which require capital investment or long term debentures.
- 7) Establish a Housing Commission and apply to the Central Mortgage and Housing Corporation for grants for slum clearance projects under the National Housing Act.
- 8) Apply to the Provincial Government for grants for the same purpose.
- 9) Submit to the Minister of Highways an expenditure by-law appropriating monies required to cover expenditure on roads and streets in each calendar year.
- 10) Apply to the Board of Transport Commissioners for approval of grade separation projects.
- 11) Apply to the Minister of Reconstruction for financial assistance for grade separation and the Mountain tunnel project as an unemployment relief program.
- 12) Apply to respective Railway Companies for contribution to grade separation projects.
- 13) Establish a Cultural Centre Board.
- 14) Adopt the Harbour Commission's improvement project.



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- 1 PROPOSED RESIDENTIAL AREA ON VACANT LAND
- 2 PROPOSED REDEVELOPMENT AREA (A,B,C,D)
- 3 PROPOSED REDEVELOPMENT PROJECT MODEL
- 4 RENTAL HOUSING PROJECT BY HOUSING ENTERPRISES LTD.
- 5 PROPOSED COMMERCIAL AREA
- 6 PROPOSED REDEVELOPMENT OF COMMERCIAL AREA NEAR MARKET
- 7 INDUSTRIAL AREA PROPOSED ON VACANT LAND
- 8 INDUSTRIAL AREA ZONED ON RESIDENTIAL LAND

- 9 PROPOSED HARBOUR DEVELOPMENT
- 10 EXISTING PARK LAND
- 11 PROPOSED PARK LAND
- 12 PROPOSED CIVIC CENTRE
- 13 PROPOSED CULTURAL CENTRE
- 14 PROPOSED HIGH SCHOOL SITE
- 15 PROPOSED HELICOPTER LANDING FIELD
- 16 PROPOSED PUBLIC PARKING LOTS

- 17 PROPOSED STREET WIDENING
- 18 PROPOSED STREET EXTENSION
- 19 PROPOSED TUNNEL
- 20 PROPOSED TRAFFIC CIRCLE
- 21 PROPOSED GRADE SEPARATION
- 22 PROPOSED ANNEXATION AREA BOUNDARY
- 23 PROPOSED AIRPORT IMPROVEMENT

CITY OF HAMILTON MASTER PLAN 1945-1975

SCALE OF MILES
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